DRAFT

OFFICIAL PLAN

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

Transmittal Report to Planning Committee

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Regional Municipality of Ottawa-Carleton

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REPORT TO PLANNING COMMITTEE

OFFICIAL PLAN REVIEW

SUMMARY

On 12 Dec 84 Regional Council adopted 14 recommendations which are the basis of the official plan review (attached as Annex A)

In Dec 85 thirteen discussion papers and a summary were released for public review. Since that time 54 meetings have been held with area municipal councils and staff, other agencies, community groups, and individuals. In addition 131 briefs have been received as formal input into the review process. Staff have reviewed their earlier position as proposed in the discussion papers in the light of both the written briefs and the informal discussions. A proposed draft official plan is being tabled for Planning Committee and Council's consideration (issued separately).

This report highlights some of the main changes being recommended in the proposed official plan and provides a rationale for them. In addition staff have prepared a report giving a response to the briefs received (issued separately). That report is made up of a summary of each brief and a response to each point made. It is prefaced by an overview of the main issues raised. It is proposed that the above documents be distributed to all boards, commissions, authorities and other agencies who have an interest in the plan, all community associations and interest groups and all individuals who submitted briefs previously. In addition each Committee member is provided with a copy of all briefs received.

RECOMMENDATIONS

It is recommended that:

1. **This report, the proposed draft official plan, the compilation of the briefs received by staff and staff's response to briefs be received and subsequently distributed.**
2. **Staff be available to the public and agencies on request to explain the proposals in the draft Plan in order to expedite the preparation of their briefs for the public meeting.**
3. **Planning Committee consider whether it wishes to recommend to Council the immediate establishment of an Agricultural Advisory Committee as proposed in the draft Plan.**

BACKGROUND

The review of the regional official plan is being carried out in two stages. Stage 1 concluded in Dec 84 when Council adopted 14 recommendations (attached as Annex A). These have served as the basis for stage 2 of the process.

In Dec 85 thirteen discussion papers and a summary were released. Each paper dealt with a specific aspect of the regional plan. The summary provided an overview. A series of public open houses and community meetings were held and the availability of the discussion papers was advertised in newspapers and the department's newsletter "in process". The discussion papers were kept short deliberately to enhance readability. Each paper presented objectives and policies in order to provide a sharp focus to the review and thereby facilitate specific responses.

A companion series of resource papers was also published in Dec 85. These were made available on request. They provided more detail with respect to the technical data and analysis relating to each discussion paper. The resource papers provided the basis for consultation with area municipal staff and technical agencies. Approximately 42,000 copies of the various discussion papers, resource papers and technical memoranda on transportation have been distributed.

Since Jan 86, 54 meetings have been held with various community groups, interest groups, individuals, area municipal staff and their councils. 131 written briefs have been received and were tabled with Planning Committee throughout summer 1986 as they were received. The comments and suggestions provided at the meetings and in the briefs have been analysed in revising the policies suggested in the discussion papers.

PURPOSE OF THIS REPORT

The purpose of this report is to highlight the main issues which emerged during the plan review process, to indicate how these issues have been resolved in the proposed draft plan and how the

policies in the proposed draft plan differ from the existing official plan, providing a rationale for the changes.

The proposed draft official plan and this report draw on the views expressed and the material submitted during the review, but they are not complete in this regard. A separate document has been prepared to summarize all the points made during the consultation phase and the staff's response to them. In addition, the committee is being provided with copies of all the briefs received.

Thus the committee has at its disposal the following documents.

- the proposed draft regional official plan
- this transmittal report
- a summary of briefs and a staff response to them
- a copy of all briefs received.

This report deals with seven main issues.

- the purpose of the regional official plan
- the amount of urban land required, its location and the sequence of development Council's motion on the location and sequence of urban development
- a desirable employment distribution particularly in relation to the transportation system
- development in the rural area
- the transportation system,
- regional/local municipal relations.

In addition Annex B provides a commentary on the proposed draft official plan by highlighting the main differences between the revised plan and the existing official plan.

1. THE PURPOSE OF THE OFFICIAL PLAN

The *Planning Act, 1983* defines an official plan as:

> ....a document approved by the Minister, containing objectives and policies established primarily to provide guidance for the physical development of a municipality, while having regard to relevant social, economic and environmental matters.

The 1974 official plan was adopted under the previous Planning Act which defined an official plan as:

> ....a program and policy, or any part thereof, covering a planning area or any part thereof, designed to secure the health, safety, convenience or welfare of the inhabitants of the area, and consisting of the texts and maps, describing such program and policy, approved by the Minister from time to time as provided in this Act..

Today the emphasis has changed significantly from the broad perspective of "a program and policy ... designed to secure the health, safety, convenience or welfare of the inhabitants..." to the more focused "... objectives and policies ... to provide guidance for the physical development of a municipality ..." The new official plan reflects this change first by concentrating on policies addressing physical development and second by providing a comprehensive set of objectives in each policy area which in turn are derived from stated regional interests and goals.

The proposed draft Plan clearly establishes regional interests and from these Council's objectives and policies. Regional interests are expressed generally and are meant to identify what is important about a specific area of interest from a regional planning perspective. These aspects should be addressed by the regional plan because they are most appropriately dealt with at the regional level of municipal government, either because they relate to Council's legislated responsibilities, e.g. services, or to responsibilities Council has accepted in practice e.g. aspects relating to housing, or because the aspect relates to a large part of the regional community i.e. is greater than one municipality e.g. provision of hospitals.

On the other hand, Council's objectives, as expressed in the proposed draft Plan, are more specific than the interests. They are the basis upon which the policies are developed. The achievement of objectives is a continuing process which is carried out through the policies. From time to time, different policies to achieve the same objectives might be considered through an amendment to the Plan. Therefore, it is anticipated that, while the objectives will stand the test of time, and be little changed from Council to Council, the policies,i.e. the ways of achieving the objectives may well require amendment as conditions change.

A more focused official plan means on the one hand more responsibility for policy development and implementation at the area municipal level and on the other a requirement for more detailed policy in the Regional Plan to implement regional requirements in specific instances. So for example, the

proposed plan has fewer land use controls, but more specific policies on the achievement of a desirable employment distribution.

In summary the proposed draft plan is more focused than the existing plan mainly because of a change in the definition in the Planning Act 1983. The focus is provided through a definition of regional role and responsibility and by identifying planning goals, regional interests and Council's objectives and policies.

2. THE AMOUNT OF URBAN LAND, ITS LOCATION, AND THE SEQUENCE OF DEVELOPMENT

The amount of urban land required is dependent on the number of people who will live and work here. The table below compares the projections upon which the existing and proposed official plans are based:

	Existing Plan	1987 Plan	
Time Horizon	1998-2015	2001	2011
Jobs	450,000	423,000	467,000
Population	1,000,000	725,000	787,000
Households	360,000	302,000	339,000
Developed Urban Land*	24,000	23,700	26,100

*(ha.)

The prime determinant of the overall rate of growth is the rate at which jobs are created. Jobs both retain people in the region who reach labour force age and attract people from outside the region.

Looking into the future, it is anticipated that natural increase as a proportion of Ottawa-Carleton's population growth will decline. The increase of 240,000 people 1981-2011, is based on an increase of 60,000 (25%) from natural increase and 180,000 (75%) from net in-migration. This compares to a recent estimate of 38% resulting from natural increase in the 1981-86 period.

In the 1970s seventy percent of migrants coming to Ottawa- Carleton were in the age groups 15-64. It can be assumed that the main reason for their move was to take up or find work. The rate of job creation is therefore critical to a determination of future population growth, the need for housing and the consumption of urban land.

The projected decline in the number of jobs created through the period is based on an assumption that the Region's "basic" employment of federal government, and a limited manufacturing industry will expand only slowly. Of the region's "basic" employment only business services related to so called "high technology" companies may see above average growth in jobs. In the case of the federal government the National Capital Commission has advised that the Plan should be based on federal job growth of 1.3 per cent per year through the 1980s and 1.0 per cent per year in the 1990s. In addition, it is assumed that growth in employment in population serving jobs, such as retail and other services, will slow as the population growth slows. The projection assumes that the actual rate of growth in jobs, population and housing will decline from recent levels.

	Numbers Added		
	1981-91	1991-2001	2001-2011
Jobs	73,000	58,000	44,000
Population	96,000	82,000	62,000
Households	60,000	42,000	37,000
Urban Land (ha)	4,100	3,000	2,400

In December 1984 Council agreed that the regional official plan should be based a projection of jobs, population and households to 2001 with the expectation of additional growth beyond 2001. As is explained below under "Desirable Employment Distribution", a small adjustment has been made to the projected numbers of jobs in 2001, as compared to the projection Council previously approved, and the projection is extended to 2011. Since December 1984 there are indications from the 1986 census that growth has occured at a rate higher than predicted. Between 1981-6 population grew by 59,790 rather than the projected 48,707. At this stage there is insufficient information to provide reasons for the increased rate of growth, but one reason may be increased job creation over the level previously forecast leading to a higher level of net in-migration.

The draft plan is based on the assumption that, notwithstanding the statutory requirement to consider whether the official plan requires amendment every 5 years, a major review of the structure of urban growth will not occur till the late 1990s after the results of the 1996 census are available. The draft plan incorporates an objective that at all times a minimum of 10 years supply of residential land serviced with regional trunks be available . Assuming residential land continues to occupy approximately 50% of urban land, there would be a need for 2,400 hectares of undeveloped urban land in 2001 compared to the 6,635 hectares of urban land in 1986. This is predicated on an anticipated slow down in rates of growth as the period progresses. However, as a precaution against growth oc-

curring at a rate higher than projected the draft plan provides approximately 29,000 hectares distributed as follows:

		Hectares
Inside the Greenbelt		18,400
Kanata	3,200	
Orleans	3,200	
South	3,200	
Outside the Greenbelt	9,600	9,600
Subtotal		*28,000*
Stittsville		980
TOTAL		*approximately 29,000*

This will provide 5,300 hectares of designated but undeveloped land in 2001.

The conceptual designation covering the south urban centre provides a further possibility of adding additional land should it be required, as it covers an area larger than the 3,200 hectares stated to be needed as shown:

	Hectares
Existing Barrhaven Stage*	1,540
Proposed to be added to Stage 1 lands North of Jock	970
South of Jock in Nepean (stage 2 lands)	1,750
East of Rideau in Gloucester (stage 2 lands)	1,625
TOTAL	*4,885*

*Most of this is developed

Until the planning for the south urban centre is undertaken the exact amount of land to be made available for urban purposes will not be known.

The recommendation to add additional urban land to the south urban centre was based on the need for and best location of the additional urban land. The conclusion from that re-examination was that the preferred arrangement was the one given in the existing Plan (i.e. one large south urban centre as currently designated in both Nepean and Gloucester). Two alternatives to this were examined.

1. **not expanding the urban area beyond the Stage 1 designation at all**
2. **expanding elsewhere, including:**
   a) **Kanata and Orleans**
   b) **elsewhere in the south (Leitrim).**

The first alternative (not expanding the area for urban development) was found to have two principal disadvantages: the first being an inability to provide for all of the projected low density housing requirements and the second being a build-up of traffic and congestion inside the inner area (i.e. the area bounded by the Ottawa and Rideau Rivers and the CPR tracks).

The second alternative had the advantage of being able to provide for the projected housing requirements but each variant had different impacts on infrastructure costs and staging, their impact on rural resource lands, and implications for access to major community facilities.

The principal disadvantage of alternative 2(a) (expanding Orleans and Kanata) is that the transportation facilities which exist, and those which are planned can barely accommodate the projected travel from these two communities when the land currently designated is fully developed. This conclusion assumes that the transitway has been extended to the east and west; the Queensway has been widened; additional regional road facilities have been constructed; and high levels of employment are achieved (which has the effect of reducing peak hour traffic in the peak direction).

An expansion of the boundaries for the Kanata and Orleans urban centres means that when the total amount of permitted development was constructed the capacity of the existing and planned transportation system in the main east-west travel corridor would be xceeded, creating levels of congestion which cannot be relieved by known solutions.

A main finding of the transportation analyses which were undertaken as part of the official plan review (reports dated May, 1984, November 1985, December 1986) is that there are advantages to shifting the focus of development away from the east-west axis, by directing a larger share of future development to the south. In simple terms, three more-or-less equally sized urban centres arranged in a triangle outside the greenbelt is preferred to two larger centres at both ends of the Queenway in the form of a dumbbell.

The three centre arrangements makes it possible to direct some of the traffic away from the Queensway corridor.

In fact, the conclusion from the transportation analysis was even more specific. Greatest benefit results from a three centre arrangement in which the southern centre is configured to take best advantage of the available capacity on north-south arterials. The main concentration of surplus road capacity is west of the Rideau River. The existing north-south arterials (Prince of Wales, Fisher, Merivale, Woodroffe, Greenbank, Cedarview) and the proposal for a new north-south freeway in the Cedarview corridor (i.e. Highway 416), all favour a development pattern which emphasizes further development south of the greenbelt and west of the Rideau River.

However, the lands proposed to be designated in Nepean north of the Jock River (approximately 2,500 hectares) are not sufficient by themselves to meet the projected requirement (3,200 hectares). On this basis, the current designation which provides additional lands east of the Rideau River (in Gloucester) and south of the Jock in Nepean has been retained in the proposed 1987 Plan.

An alternative location for these additional lands was examined, being those lands south of the greenbelt, also in Gloucester, in the Bank Street corridor (Leitrim). This is alternative 2(b) referred to above. A different level of analysis is required to distinguish the Leitrim alternative from the position put forward in the existing and 1987 Plans since they both share the main advantages of (a) being able to provide additional land for low and medium density housing, and (b) diverting growth south of the greenbelt and away from the Queensway corridor.

Based on analysis undertaken as part of the official plan review, a large program of improvements and extensions to infrastructure has been identified. This includes upgrading the central water and sewage treatment facilities (including the relief of the Watts Creek sewage treatment plant), commitments to complete the transitway system inside the greenbelt and then extend it to the three centres beyond the greenbelt, and an increasing emphasis on providing additional capacity on the regional road system. Due to the substantial financial requirements implied by this program, in the opinion of staff, Council will need to be selective about additional commitments which are made in the way of land designations put in place by the draft plan.

It was necessary to make a determination of the most appropriate location in Gloucester, since only one will be needed to meet the projected land requirements to the turn of this century and if both were designated, would represent additional commitment by Council to supply the requisite services (roads, transit, sewer and water).

From the point of view of minimizing cost of infrastructure coupled with locating urban growth in the most advantageous location from a transportation point of view, continued expansion of the south urban community in Nepean west of the Rideau River is desirable. Urban land for new development (as opposed to infill and redevelopment) would be available in the 1990s in Cumberland, Goulbourn, Kanata and Nepean. However land would not be available for further urban development in Gloucester in the 1990's except for infill and redevelopment. However, the existing regional official plan contains a commitment, which was successfully argued in the late 1970's, to development in Gloucester south of the greenbelt and such a commitment could only reasonably be abrogated with a very strong reason.

Therefore, the alternatives being discussed at this point in the report are:

- **additional lands in Gloucester as part of the south urban centre (as designated in the 1974 Plan)**
- **additional lands in Gloucester as a fourth urban centre (in Leitrim).**

On the narrow question of the infrastructure costs, from a Regional perspective the incremental costs of servicing with water and sewers the lands in Gloucester immediately east of the Rideau River as an extension of the Nepean centre, are approximately $32 million. At least one additional bridge across the Rideau River will be required. This bridge will distribute traffic to the available road capacity in Nepean (since road access in Gloucester is constrained by the presence of the airport, and capacity deficiencies will exist on Riverside Drive and Bank Street in the future). Eventually, additional road capacity will be required to the east of the site, including a new arterial in the Alta Vista corridor. Transitway service normally would not be warranted on the basis of the development of these lands by themselves (population 35,000). However, congestion on Riverside Drive and Bank Street resulting in lower level of service for buses coupled with the possibility of extending the south east transitway to the airport will make it possible to extend the transitway to this area.

To service a fourth urban centre, in Leitrim, will require the provision of new trunk water and sewer mains at an estimated cost of $42 million. Development here will not be able to make effective use of the north-south road capacity in Nepean, advancing the need for capacity improvements on Hawthorne and Russell Roads and a new arterial road in the Alta Vista corridor. This new road will have to be linked to the inner area by a connection of Industrial Avenue to Nicholas Street, which in turn will bring forward the need for capacity improvements adjacent to the Queensway (the Queensway upgrade). Eventually, the Inner Ring Road will be required to help istribute traffic to take best advantage of all available north-south capacity. Cost estimates for these facilities are not vailable but in total they represent a very large road building program. Transitway service would not likely be warranted on the basis of the development of these lands by themselves (population 35,000), but as with the lands east of the Rideau River if required would be provided as an extension of the southeast

leg from the South Keys site in Ottawa (which is the proposed terminus in the existing Plan) via the airport.

Implications for Regional infrastructure are only part of the total cost picture. In either location, local sewer and road facilities would be required, along with schools and community facilities. The site adjacent to the Rideau River would have the advantage of proximity to facilities developed in Nepean as part of an expanded Barrhaven (once a bridge was built across the Rideau) while an urban centre in Leitrim could use the municipal facilities established there. Both sites could provide for industrial lands based on the proximity of the airport.

Another aspect which was examined was the capability of the land for agriculture. The land in Gloucester immediately east of the Rideau River is predominantly class 2 and has the best soil for agriculture of the three areas. In Nepean south of the Jock River a majority of the land is class 2 but it is mixed with classes 1, 3 and 4. The Leitrim area is more mixed with land in classes 2, 3, 4 and 5. So while all areas are on what the Province's foodland guidelines would term prime agricultural lands, the Leitrim area contains some class 5 (not prime agricultural lands) and more class 4 lands than the other areas.

On balance, it is judged that there are advantages to having a single large urban centre in the south as opposed to having two (i.e. a medium sized centre in Nepean and a smaller, separate, one in Leitrim). A single centre allows for a progressive extension of a single set of water and sewer services, with relatively small incremental cost for their extension across the Rideau River into Gloucester. Secondly, this arrangement makes better use of the surplus road capacity west of the Rideau River, on the understanding that at least one additional bridge across the Rideau will be required. It also allows for a better integration of transit service. With a larger population overall, a single centre is more likely to provide greater access to a broader range of employment opportunities and community facilities.

A separate growth area further to the east (in Leitrim) would require separate extensions of trunk water and sewer services, and would advance the need for an expensive set of road improvements (Russell Road, Hawthorne Road, Alta Vista arterial, Nicholas/Industrial connection, Queensway upgrade). On its own, a smaller centre is not as likely to provide as extensive a range of employment opportunities or community facilities, thereby increasing the reliance of its residents on the remainder of the urban area and by implication, increasing the amount of travel.

Based on this analysis the draft plan proposes to designate the south urban centre in both Gloucester and Nepean after a planning study to be undertaken jointly by the Region and the Area Municipalities. However, the draft plan proposes that development begin in Nepean north of the Jock River and the balance be kept in agricultural production as long as possible.

As a practical matter notwithstanding the fact that both Gloucester and Nepean have undertaken planning studies in the general area of the south urban centre, a major planning job is required. The draft plan identifies the following items of regional interest:

> **"3. Council shall undertake a planning study, jointly with the Cities of Nepean and Gloucester, to determine appropriate policies for the development of the General Urban Area (Special Study) designated on Schedule B. This study will determine such matters as:**
>
> **a) the amount and location of land for residential purposes, including provision for a mix of housing types,**
>
> **b) the amount and location of land for employment purposes, including the location of a town centre and other employment areas,**
>
> **c) the location of an extension(s) of the transitway system to the urban centre,**
>
> **d) the road system required to serve the urban centre, including the location of a Regional road link between Highways 416 and 417.**
>
> **e) the municipal water and sewer systems required to serve the area,**
>
> **f) the provision of sufficient public open space in the urban centre, particularly along the rivers, and of continuous bicycle paths, including a link through the greenbelt,**
>
> **g) the preparation of master drainage plans for stormwater management. "**

In addition, the two municipalities will undoubtedly have additional work which they will wish to carry out. In staff's view the work should be undertaken jointly with the area municipalities in consultation with landowners. Assuming this is agreed to and there are no referrals to the Ontario Municipal Board, this work can begin in 1988. Based on experience dealing with other major land use and transportation studies of this type it will take at least two years to get Council approval. To that must be added time for local official plan approval and referrals (if any) to the Ontario Municipal Board. In short even with the best will in the world, it is likely to be the early 1990s before the plans will be in place to permit the development to occur beyond the existing stage 1 lands in Barrhaven. In addition to the planning, design has to take place of the water and sewer system. This can take place

concurrently with the planning study identified in the proposed Plan. This will be subject to the provisions of the Environmental Assessment Act with the possibility of a requirement for hearings by the Environmental Assessment Board. The schedule now included in the 5 and 10 year capital forecast whereby the West Rideau Collector is extended to Barrhaven Sanitary Trunk by 1991 and the Jock River by 1994 can be met by the planning and environmental approvals process if they begin in early 1988.

COUNCIL'S MOTION ON LOCATION AND SEQUENCE OF URBAN DEVELOPMENT

There is a further consideration. In December 1984 Council adopted the following motion.

"In principle the Regional Development Strategy be on the basis of complete development inside the greenbelt and three urban communities east, west and south outside the greenbelt; the future location, configuration and timing of urban lands additional to those now designated as Phase I lands outside the greenbelt to be the subject of a further study, given that such study will establish the mechanisms through which growth to the south urban community will be permitted, inter alia, a population threshold of 75,000 in each of the east and west urban communities, extension of transitway construction to the Kanata and Orleans town centres, and minimum employment levels in these communities (a rational level established through technical study in phase II)".

The draft Plan has followed this direction by proposing to designate urban centres rather than four, and by providing policies to extend regional water mains and trunk sewer services to Kanata and Orleans to provide for minimum populations of 75,000 before they are extended to other stage 1 areas i.e. the Nepean part of the south urban centre north of the Jock River.

Based on the projection in the draft Plan the best estimate of population distribution in the various parts of the region assuming services have not been extended to the South Urban Community, is as follows:

	1981	1986	1991	1996	2001	2011
Inside the greenbelt	443,000	444,000	447,000	450,000	455,000	460,000
Orleans	23,000	51,000	63,000	74,000	83,000	90,000
Kanata	18,000	28,000	36,000	53,000	75,000	95,000
Barrhaven	9,000	13,000	22,000	22,000	22,000	22,000
Rural	54,000	70,000	75,000	83,000	90,000	12,000
TOTAL	*547,000*	*606,000*	*643,000*	*682,000*	*725,000*	*787,000*

To be clear, this projection contemplates a Barrhaven which is restricted to the existing Stage 1 area shown in the current Regional Plan. Under this projection, growth in Barrhaven is capped by 1991 at 22,000 (full development of the existing Stage 1 area) and additional growth inevitably will be diverted to locate in the rural area because insufficient land will be available for low density residential development. Under this projection the rural share of population increases from 10% in 1981 to 15% by 2011. It is also expected that an increased level of building activity will occur on developed lands inside the greenbelt. All existing vacant residential lands inside the greenbelt will be fully developed within five years.

Based on the above projection Orleans will reach 75,000 by about 1996 while Kanata will not reach this threshold until the turn of the century.

Based on 1986 year-end inventories of vacant residential lands in existing Stage 1 areas and the projected demand for low density units, there will be less than a 10 year supply of low density land remaining in 1996 and less than a 5 year supply at the turn of the century.

This assumes that all of the Stage 1 lands have been serviced, which implies a large increase in the capital budget provision for trunk sewers.

The effect of the Council motion therefore would be to take the land supply below the 10 year land supply standard set out in the draft plan approximately 8 years from now. To maintain the 10 year standard, additional lands would need to be serviced by about 1994. (The 10 year capital budget (1987) shows the West Rideau collector to the Jock River by 1994).

Based on the extension of the West Rideau Collector to the Jock River by 1994 the following populations are projected.

	1981	1986	1991	1996	2001	2011
Inside the greenbelt	443,000	444,000	447,000	449,000	450,000	450,000
Orleans	23,000	51,000	63,000	74,000	80,000	85,000
Kanata	18,000	28,000	36,000	48,000	65,000	85,000
South Urban Centre*	9,000	13,000	22,000	32,000	46,000	76,000
Rura	154,000	70,000	75,000	79,000	84,000	91,000
TOTAL	*547,000*	*606,000*	*643,000*	*682,000*	*725,000*	*787,000*

*Including Barrhaven

Under this projection, all areas grow a bit more slowly and the rural share of population maintains its current share (about 11.5%).The population inside the greenbelt is expected to stabilize at about 450,000. Orleans would still reach 75,000 by about 1996, with Kanata reaching this threshold about a decade later. By 2011, all three urban communities would be of similar size (75,000 to 85,000).

From the regional perspective, the timing of additional growth in the south urban centre should be based on the timing of the extension of water and sewer services. Since the water system can be extended in stages, the key decision is the decision to build the West Rideau Collector. From the point of view of maintaining a 10-year supply of land for low density units it should be built by 1994. However, to fulfill Council's direction to obtain 75,000 people in Kanata and Orleans it could not be built until 1996 (Orleans) or 2001(Kanata) by which time there will be virtually no land for low density housing in the urban area.

Regarding the criteria included in the Council's motion not to allow an expansion of the south urban centre until transitways are extended to Kanata and Orleans town centres, the distance from Blair Road to Orleans Town Centre is 9 kilometres and from Queensway station to Kanata Town Centre is 11 kilometres. Neither route has been designed and the design will be subject to the Environmental Assessment Act. The approved 31 kilometre section is being constructed at an average rate of approximately 3 kilometres per year and is due to be completed in 1991. Assuming construction continued at the same rate and began immediately on completion of the existing 31 kilometre section the transitways would reach both town centres by 1998. If services were not extended to the south urban centre till this date, the problems noted above relating to the availability of residential land would be apparent.

Finally, the Council motion directed that an expansion of the south urban centre should take place when minimum (unspecified) employment levels were attained in Kanata and Orleans. Staff had previously proposed (Regional Development Strategy March 1984) that future residential approvals in all urban centres be tied to the levels of jobs in each urban centre so that residential development would be encouraged in locations which were attracting jobs. However, the direction inferred by the Council's motion is exactly the opposite. The motion suggests that if specified employment levels are not reached in either Kanata or Orleans, the south urban centre would not be expanded. Lack of employment performance in one urban centre could therefore create conditions of a residential land shortage.

In summary regarding Council's motion, the draft plan does provide for three, not four urban centres and it does provide for regional water and sewer services to be extended to Kanata and Orleans as first priority to provide for a minimum of 75,000 population. However, it does not provide a specific date when the south urban centre will be expanded. This is left for determination by the Council of the day when the Capital Forecast is agreed to each year. Furthermore it does not tie the servicing of the south urban centre to the extent of the transitway construction program or the level of employment in Kanata or Orleans.

DESIRABLE EMPLOYMENT DISTRIBUTION

The employment projection published in the discussion papers in Dec 85 upon which the projections of population, housing units and urban land were based, was as follows:

	1981	%	2001	%
Primary Activity* **	700	0.2	2,400	0.5
Manufacturing	21,400	7.3	34,800	7.9
Construction	9,800	3.3	13,800	3.1
Transport/Com/Util	12,500	4.3	22,000	5.0
Trade	42,500	14.5	62,000	14.0
Fin/Ins/R.Estate	12,600	4.3	18,400	4.2
Comm/bus/Pers Services	91,700	31.5	140,600	31.8
Federal Admin	88,200	30.3	131,200	29.7
Provincial Admin	2,600	0.9	3,300	0.7
Local Admin	8,600	2.9	11,500	2.6
Other Admin	1,600	0.5	2,200	0.5
Total Employment	*292,200*	*100.0*	*442,200*	*100.0*

*Farmers were not included the 1981 employment survey. This is an under-estimate of the total number of workers in primary activities, i.e. farming, mining/quarrying and fishing.

**2001 employment includes an estimate for farmers.

However, the National Capital Commission staff and others have suggested the increase in federal employment in Ottawa-Carleton in the above table is too great. They project an approximate 1.3% per year increase in jobs in the National Capital Region as a whole in the 1980s and a one per cent increase in the 1990s so the increase in federal jobs 1981-2001 foreseen in Ottawa- Carleton is approximately 22,700 for a 2001 total of 110,900. Other small adjustments result in 423,000 jobs being projected by 2001, broken down as follows:

	1981	%	2001	%
Primary Activity	700	0.2	2,400	0.6
Manufacturing	21,400	7.3	34,800	8.2
Construction	9,800	3.3	13,800	3.3
Transp/Com/Util	12,500	4.3	22,000	5.2
Trade	42,500	14.5	62,000	14.7
Fin/Ins/R.Estate	12,600	4.3	18,400	4.4
Com/Bus/Pers Services	91,700	31.5	141,700	33.5
Federal Admin.	88,200	30.3	110,900	26.2
Provincial Admin.	2,600	0.9	3,300	0.8
Local Admin.	8,600	2.9	11,500	2.7
Other Admin.	1,600	0.5	2,200	0.5
Total	*292,200*	*100.0*	*423,000*	*100.0*

A review of trends of participation rates has led staff to conclude that they over projected the rate of increase in participation rates. It is now thought that number of jobs will support 725,000 population.

People who work at transitway stations will be more likely to take transit so reducing the amount of road construction needed to meet peak hour traffic volumes. It is likely transit will attract 70 per cent of peak hour trips from the central area, 30- 40 per cent of peak hour trips from stations at transitways and perhaps 15 per cent of peak hour trips from employment at scattered locations. While theoretically from a transit perspective, it is advantageous to locate all jobs in the central area, the resultant demand for road access could not be provided. Practically, the best course of action is to encourage the development of employment at transitway stations and other locations well served by transit, where the population will have easy access by transit (almost all parts of the urban area will be able to reach all transit stations, in 40 minutes in the peak period). However it is recognised that not all transit stations lend themselves to development as significant job centres and the levels of jobs which can be handled by the planned roads system may be limited.

The draft Plan permits significant growth in jobs (an increase of more than 5,000 over 1981 levels) at the following transitway stations outside the central area: Kanata Town Centre, Orleans Town Centre, Baseline/Woodroffe, South Keys, Blair/Queensway, Tunney's Pasture and St. Laurent/Cyrville. Additional opportunities also occur at other transitway stations e.g. Lebreton. The responsibility for planning for this development lies at the area municipal level. However, because the success of the employment distribution objective is closely tied to the need to encourage jobs to locate at selected transitway stations the draft Plan proposes to maintain existing development potential permitted in zoning by-laws until policies are included in local official plans. In addition the draft Plan proposes that the Region comment to area municipalities on site plans in the vicinity of Primary Employment Centres in an effort to achieve compact and pedestrian oriented development.

4. DEVELOPMENT IN THE RURAL AREA

The existing plan provides for 10% of the region's population to live in the rural area, primarily in 29 villages and in country lot development located away from designated natural resources. Development is to be on private individual services except that sewer and water services may be extended to correct pollution problems in villages which occured in development that existed in 1974.

There is a perception that the existing plan has restricted growth in the rural area. The reality is that between 1971 and 1981 the rural area attracted 8.7 per cent of households containing 16.5 per cent of the population increase. While the existing plan provided for development primarily on private individual services in the rural area, the reality is that the Region provided water and sewer services to Stittsville and Munster, sewer service to Richmond and water service to Notre Dame des Champs, Leiurim and South Gloucester. With the exception of the case of Munster where the commitment to provide services was made prior to 1974, piped services were extended to correct pollution problems in conformity with the Plan.

The existing plan implemented its objective of 10% population growth n the rural area by assigning an increase in population to each municipality containing land in the rural area on the basis of the number of villages and the amount of marginal resource land designated in the municipality. The amount allocated was split into two stages. Stage 1, giving each municipality approximately half population permitted came into effect in 1974. Half the stage 2 allocation came into effect in 1986 after the approval of amendment 59. Since the existing plan was meant to address a 25-40 year period, and since lot approval in the rural area has remained strong, it is not surprising that 12 years after the adoption of the existing plan additional allocation was required.

The proposed draft plan takes a different approach. By identifying regional interests and Council's objectives it indicates those things that are of regional concern which the Region itself can make ure of when it approves local official plans, plans of subdivision and severances.

In summary the objectives for development in the rural area set out in the draft Plan are

"1) To enable the utilization of natural resources by directing development which is not directly related to their use away from natural resource areas".In so doing the natural resource base will be available for use.

2) To permit an amount and type of development in the rural area consistent with maintaining its rural character". The basis of this objective is that people who want to live in the rural area do not want it to become similar to the urban area. Planning should make sure that this does not happen mainly by ensuring that the natural environment predominates over the built environment and that lots are large.

3) To provide for rural development on private individual services and to ensure that such development does not threaten the quality or quantity of ground or surface water". This is because the per capita cost of providing water and sewer services to the rural area is significantly higher than providing the service to an urban area. For example, recent studies in the Village of Carp suggest it will cost approximately twice as much per household to provide water and sewer service than it would to provide a similar service to a large urban area.

4) To ensure that the amount of development will not exceed the planned capacity of transportation and other regional services". This is important since the Region is responsible for providing services. Commitments to development should not be made which cannot be provided with services. For example it appears that the sewer to Stittsville cannot handle all the development capable of being built in the designated area."

In 1974 not all municipalities had prepared official plans in the rural area. That situation is not true today. This enables a different planning scheme to be put in place. The policies in the proposed plan place the onus on area municipalities for developing official plan policies to provide for development which meets specified regional policies. The regional policies are derived from the four objectives noted above.

In effect this means that through Regional Council approval of local official plans the amount and the location of permitted development will:

a) avoid natural resource areas

b) maintain the rural character of the area

c) not exceed the capacity of the transportation or other regional services.

The most difficult aspect to determine will be the degree to which a proposed development may change the rural character of the area, but as noted above the important factors in this regard will be making sure the natural environment predominates and that lot sizes remain large.

The policies provide that the approach be reviewed after five years because at this time it cannot be foreseen how effective they will be.

A key consideration will be policies in Part 10 of the proposed plan which provide for development in the rural area on private individual services. If regional water and sewer services are required to be extended to the rural area proposed policies provide for certain prescribed conditions and require a regional official plan amendment. This is done through Schedule H. The conditions are that Council must be satisfied there is a public health problem, and that other alternatives for correcting the problem, such as the private services correction program, have been investigated. In addition the amount of development permitted must be shown to be capable of being accommodated on the proposed system. These policies will give Council the ability to make sure its money is spent in the best possible way for water and sewer services in the rural area.

The major concern with the provision of both water and sewer services from the central system is that once in place the development which occurs is virtually indistinguishable from development occurring in the urban centres. This has happened in Stittsville. The rural character of this village is in the process of disappearing. In addition a number of quasi urban areas in the rural area will undermine the regional development strategy in the urban area, namely to concentrate urban growth in a limited number (three) urban centres outside the greenbelt so the population has convenient access to a range of high quality urban services. Policies in the proposed draft Plan require an amendment to the plan should services to a village be required, so that the implications can be evaluated.

5. THE TRANSPORTATION SYSTEM.

Three aspects of the transportation system are discussed below namely; the balance between transit and road travel anticipated by the proposed plan, the identification of roads as tier 1 or 2 and finally the special case of the inner section of the Queensway.

Balance between transit and road travel.

As the Region grows the total number of trips to be accommodated will grow, it is estimated in the Region and CRO the total number of trips to be accommodated will increase from 1.7 million trips in 24 hours to 2.4 million trips when the population reaches 725,000 in the Region.

The existing plan includes a policy to give priority to transit as a way to achieve an efficient transportation system. This approach has been very successful. As a result it is estimated that from 1975-86 approximately one third of the growth in total trips and virtually all the increase in trips to the central area were absorbed by increases in transit ridership. In fact in 1986 fewer automobiles left the central area in the evening peak hour than in 1975. During this time the road system in the central area was not upgraded to any great extent, largely because transit attracted more passengers.

This state of affairs will not continue. As an example it is judged unlikely that transit can increase its share of peak hour travel from the central area much above the current 70%. This means for every 1,000 jobs added to the central area almost 200 trips in automobiles have to be accommodated in the peak hour. If the number of jobs increases as projected to 90,000 by 2001 approximately 4,000 additional automobile trips will have to be accommodated. At the same time peak hour transit ridership will have increased from approximately 37,000 to 50,400.

However, it is projected that transit will increase its share of trips to employment concentrations at transitway stations and in the three urban centres. Extensions to the transitway system will be required to maintain transit share, because increasing congestion is anticipated on the roads as many of the major arterials are operating at or close to capacity.

Therefore while the policy of the existing Plan is to give priority to transit, the proposed draft Plan recognises the need for both transitway extensions and roads in future. The proposed draft Plan maintains the priority to improve transit service. The need for new regional roads, improvements to existing regional roads, as well as extensions to transitways can be expected in the coming period of time. The road system proposed in the draft Plan is different only in detail from that contained in the existing Plan but the need to implement those proposals will become more important in the years ahead.

Tier 1 and 2

A range in demand for travel has been predicted. A variety of factors enter into the situation including socio-economic factors such as the degree to which telecommunications can substitute for physical presence at work, the degree "flextime" is accepted, the amount of part time work and other factors such as car ownership and number of people per car. The proposed draft Plan provides for this uncertainty by identifying two "tiers" of road improvements. Tier 1 are improvements which are foreseen under all circumstances and are the improvements most likely to be carried out in the planning period. Within any given corridor Tier 1 roads can be expected to be built or improved before Tier 2 roads. However, depending on the rate of growth in each part of the Region Tier 2 roads may be required in some travel corridors before all Tier 1 roads have been built or improved in other travel corridors.

Inner Section of the Queensway

The inner section of the Queensway in the vicinity of the Rideau Canal is the most critical link in the east-west road system. Other than completing the widening of the Queensway, now in progress, the only other improvement possible is the Queensway Upgrade, (the extension of Catherine and Isabella-Chamberlain as a one-way pair on both sides of the Queensway from Nicholas to the Champagne Arterial). In turn this will require the Nicholas- Industrial Avenue connection. Although these roads will be costly, and will require some demolition of property, it is vital that the opportunity to construct these facilities be maintained in the eventuality they will be required. The proposed draft plan includes them as Tier 2 facilities.

This Tier status is based on the land development strategy included in the draft Plan to service and develop lands in the Nepean part of the south urban centre before servicing land in the Gloucester part of the south urban centre. In fact the Schedules C and D of the proposed plan provide for the identified Stage 1 lands only. Once Council has decided the extent of urban development it wishes to permit south of the greenbelt these schedules should be revised to reflect Council's intent. The transportation analysis shows that the development of land immediately east of the Rideau River in Gloucester with a community of 35,000 will advance the need for an arterial in the Alta Vista corridor (Conroy Road extension), the Nicholas- Industrial Avenue connection and the Queensway Upgrade. It will also require a bridge across the Rideau to link it to the Nepean part of the south urban centre. If urban development were to occur in the vicinity of Leitrim all of the above roads would be required except the bridge to Nepean. Instead the inner ring road, which includes a new crossing of the Rideau River would be necessary.

If the Council decides to permit urban development on the land in Gloucester at the same time as land in Nepean the above roads should be identified as Tier 1 roads rather than Tier 2 roads and an investigation should be carried out to identify additional Tier 2 roads.

Other roads in the draft Plan which work in favour of a delay in the need for the Queensway upgrade and the Nicholas-Industrial Avenue connection are:

- the Bronson-Portage connection and the Vanier Parkway-MacDonald Cartier Bridge connection so trips to and from CRO do not have to travel via the central area.
- the Inner Ring Road particularly if it is built as a grade- separated facility (freeway?) to create a second east-west facility which can accommodate a large amount of east-west traffic.

5. REGIONAL/LOCAL MUNICIPAL RELATIONS

An opportunity is created by the proposed regional official plan for improved relations between the Region and the local municipalities. This opportunity is created by three separate but related aspects; first, through a better definition of the Region's responsibilities in planning, second, by implication, a better definition of local municipal responsibilities and third, an identification of areas where each level of government can benefit by working together.

Regional planning responsibilities

The Region is a separate level of government with responsibilities laid out by statute. The regional plan is not an amalgamation of local official plans. Legislation specifically provides for a regional official plan as well as for local official plans and sets out the relationship between them on such matters as conformity between them and with zoning and other by-laws and with public works. Just as there are matters specifically within local jurisdiction to be addressed in local official plans, e.g. provision of parks and recreation, protective services such as police and fire, there are also matters within regional jurisdiction which are to be addressed in the Region's Official Plan, e.g. transportation and other regional services.

However, the Regional Official Plan as with a local official plan is more than a plan for services. As defined in the Planning Act, 1983 it provides guidance for the physical development of the municipality. It therefore addresses the question of the amount of development, its desirable location, the timing of its development and its requirement for transportation and other regional services.

The structure of the proposed official plan is such that regional interests and planning goals lead to Council's objectives and policies. This gives the policies more focus than in the existing official plan. It is hoped that this greater precision will make it easier to administer and therefore will result in fewer matters coming to Planning Committee for resolution. Furthermore when issues do come to Planning Committee because of, for example, a disagreement between the local municipality or the developer and staff's interpretation of Council's policies, the discussion can be more soundly based, as to whether the proposal is in conformity with the Council's objectives or whether there is a regional interest in the matter.

The ability to deal with more matters administratively and at the same time allow discussion at the political level to be focussed on the substantive issues is seen as a benefit to planning and both levels of government.

Local municipal responsibilities

One of the results of a more focussed regional official plan is that the regional plan is silent on several aspects which are now part of the existing plan, e.g. compatibility of a proposed development with surrounding uses. The implication is that local municipalities will be entirely responsible for such matters. In addition in other areas the proposed regional plan puts the responsibility on area municipalities to come up with proposals rather than prescribing solutions to planning problems as the existing plan does. An example is the policy to regulate the amount and distribution of development in the rural area, where the existing policies, which provide a specified amount to each area municipality, are replaced by policies which require area municipalities to identify areas suitable for development or criteria to enable subdivisions to be considered and to identify how much development they wish to permit.

By providing sufficient land so a comprehensive review of the official plan is not required until well into the 1990s and providing for the successive provision of transportation and other regional services the area municipalities will be able to determine the specifics of the nature and type of development within their jurisdiction.

However, some of the proposed policies are more detailed than policies in the existing plan as required by the Planning Act, 1983. This will give rise to a need to amend local official plans and zoning by-laws to bring them into conformity with the regional official plan. It is important that this be done so that all planning documents are supportive of an agreed position.

The Planning Act 1983 provides that if an area municipality has not amended its official plan and zoning by-laws within one year of Ministerial approval of the regional official plan, Regional Council may amend the local official plan and zoning by-laws to make them conform. One year is not a great deal of time to carry out an analysis of what changes may be required and to process them, giving adequate notice and hold public meetings. Therefore it is suggested that the process of analysis should begin as soon as Council has adopted a new Regional Official Plan, so the period between adoption and Ministerial approval is available to work on this issue. If an area municipality objects to an aspect of the official plan which results in a referral of that aspect to the Ontario Municipal Board that need not prevent discussions taking place on other aspects.

The responsibility for bringing local official plans and zoning by-laws into conformity with the regional official plan is the area municipality's. However, the interpretation of the regional official plan will probably require regional participation. Regional staff will be available to provide advice on this matter either on an occassional basis on request or through the establishment of an ad hoc working committee for a specific area municipality.

Working together

Planning is a continuous process. Through the better definition of regional and area municipal planning policy and by bringing local official plans and zoning by-law into conformity with the regional official plan, planning at both levels of government will be supportive of an agreed direction. However, more detailed planning is required in some areas, either to investigate what is involved in implementing the approach established by the Plan, e.g. central area planning, or to investigate issues which have not been addressed previously, e.g. the question of investigating whether development permitted by existing zoning by-laws can be provided satisfactorily with transportation and other regional services.

The complete list of work to be done as a result of the regional official plan is listed below. This work must be done with the cooperation of area municipal governments and with help from the federal government where appropriate. It is proposed that projects below followed by (A) would be the responsibility of the Area Municipality, with help from the Region, projects followed by (R) would be the responsibility of the Region with help from area municipalities and projects followed by (J) would be carried out jointly:

- **Bringing local official plans and zoning into conformity with the regional official plan (A).**
- **Preparing a plan for the south urban centre including establishing a location of the 416/417 link and a transitway(s)(J).**
- **Preparing an agreed approach to development in the central area (J).**
- **Investigating opportunities to increase development at some transitway stations (A).**
- **Establishing an Agricultural Advisory Committee (R).**
- **Preparing a Regional Housing Statement every five years and an Annual Housing Review every year (R)**
- **Undertaking route location studies for the following facilities (in addition to those required for the South Urban Centre)(R).**
    - **extensions of transitway to Orleans and Kanata**
    - **Innes-Walkley connection**

- **Champagne Arterial**
- **Inner Ring Road**
- **Queensway upgrade**
- **Alta Vista Parkway**
- **Scott Street Extension**
- **Ottawa River Parkway (East)**
- **additional transitway between southeast leg in the vicinity of Confederation Heights and west leg in the vicinity of Bayview**
- **additional transitway between southeast leg and southwest leg.**

- **Investigating improvements to the visual environment along scenic routes (J)**
- **Investigating heritage themes (J)**

AGRICULTURAL ADVISORY COMMITTEE

One of the policies in Part 5 of the Plan is;

> **"Council shall establish an Agricultural Advisory Committee whose task will be to consult the farming community on an ongoing basis and to advise Planning Committee from time to time of actions or policies that Council can take to assist the agricultural industry in Ottawa-Carleton".**

Council can take action on this policy before the policy plan is adopted because it has no land use impact or impact on policy or zoning. It is understood some representatives of the farming community and agricultural industry are anxious to see the Committee established. Planning Committee should consider whether it wishes to take immediate action on this aspect.

6. CONSULTATION AND DECISION MAKING PROCESS

On 12 May 87 Planning Committee received a report on the timing and process for consideration of the official plan. At that meeting Planning Committee agreed to the following timetable.

1. Public meeting under the Planning Act

Day	Date	From	To
Tuesday,	15 Sept.	9.30 a.m.	4.30 p.m.
Wednesday,	16 Sept.	9.30 a.m.	4.30 p.m.
Thursday,	17 Sept.	7.00 p.m.	9.00 p.m.
Friday,	18 Sept.	9.30 a.m.	4.30 p.m.
Saturday,	19 Sept.	9.30 a.m.	4.30 p.m.
Thursday,	24 Sept.	9.30 a.m.	4.30 p.m.

Meetings will be held in the Committee Room, 9th Floor, 222 Queen Street. The meeting on 15 September, 1987 will be advertised as the public meeting under the Planning Act, 1983 at which time those wishing to appear, who have not registered and been given a time in advance, will be given a time. Those wishing to appear are encouraged to register in advance with the Committee Coordinator, Ann Therese MacEachern. The Planning Committee expressed a desire to fill in afternoon times first. Mornings would only be used if the numbers wishing to be heard warranted it.

2. Planning Committee Consideration

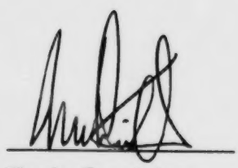
Day	Date	From	To
Tuesday,	6 Oct.	9.30 a.m.	4.30 p.m.
Wednesday,	7 Oct.	9.30 a.m.	4.30 p.m.
Thursday,	8 Oct.	9.30 a.m.	4.30 p.m.
Friday,	9 Oct.	9.30 a.m.	4.30 p.m.
Tuesday,	20 Oct.	9.30 a.m.	4.30 p.m.
Wednesday,	21 Oct.	9.30 a.m.	4.30 p.m.
Thursday,	22 Oct.	9.30 a.m.	4.00 p.m.

All meetings would be held in the Committee Room, 9th Floor, 222 Queen Street.

RECOMMENDATIONS

Based on the foregoing, it is recommended that

1. **This report, the proposed draft official plan, the compilation of the briefs received by staff and staff's response to briefs be received and subsequenty distributed.**
2. **Staff be available on request to explain the proposals in order to expedite the preparation of briefs to the public meeting.**
3. **Planning Committee consider whether it wishes to recommend to Council the immediate establishment of the Agricultural Advisory Committee.**



Planning Commissioner.

ANNEX A: RECOMMENDATIONS ADOPTED BY REGIONAL COUNCIL IN DECEMBER 1984 AS A BASIS FOR STAGE 2 OF THE OFFICIAL PLAN REVIEW

1. The Regional Development Strategy be on the basis that Ottawa- Carleton could grow to between 625,000 and 725,000 persons by the turn of this century, with the expectation of additional growth beyond 2001 and that infrastructure be provided incrementally dependent upon the actual amount of growth which materialises through the planning period.

2. The Regional Development Strategy be on the basis that the number of additional housing units required to 2001 will be in the range of 65,000 to 100,000 units, that a mixture of low, medium, and high density housing forms will be provided, and that a variety of housing types both inside and outside the greenbelt will best accommodate the housing requirements of this century.

3. The Regional Development Strategy be based on policies which ensure sufficient growth potential, within the Region including the designation of sufficient urban lands, as required, to meet the high growth projection to 2001.

4. In principle the Regional Development Strategy be on the basis of complete development inside the greenbelt and three urban communities east, west and south outside the greenbelt; the future location, configuration and timing of urban lands additional to those now designated as Phase I lands outside the greenbelt to be the subject of a further study, given that such study will establish the mechanisms through which growth to the south urban community will be permitted, inter alia, a population threshold of 75,000 in each of the east and west urban communities, extension of transitway construction to the Kanata and Orleans town centres, and minimum employment levels in these communities (a rational level established through technical study in phase II).

5. The Regional Development Strategy be based in general on achieving, or surpassing, the modal split guidelines contained in the 1974 Regional Plan.

6. The Regional Development Strategy be based on shifting the emphasis of employment growth away from the Central Area to other employment centres - with special emphasis on selected nodes along the transitway and the urban communities outside the Greenbelt.

7. (a) Decisions on the Regional Development Strategy not be held in abeyance pending a review of the necessity or timing of individual infrastructure elements, but that these be reviewed in detail in the second stage of the official plan review.

   (b) The Britannia Arterial be deleted from the Regional Official Plan.

8. (a) The Regional Development Strategy be based on achieving urban communities that balance the provisions of jobs, employment and other urban amenities.

   (b) The Strategy maximise the use use of public transit and minimise the need for new and expanded roads.

   (c) The strategy minimise infrastructure cost of new development.

9. The Regional Development Strategy be based on the continued protection of agricultural, mineral and environmental resources and that the preparation of rural development policies during the second stage of the official plan review, recognise the primary importance of these resources.

10. The Regional Development Strategy be based on the recognition that serviced villages in close proximity to the urban area are a Regional concern and that these communities be subject to special development policies of the Regional Plan.

11. The Regional Development Strategy be based on the principle that the amount of growth in the rural areas of the Region be planned to occur in a relationship to be determined in phase two, to the overall growth rate in the Region.

12. The process outlined on Page 5227, Annex C, be confirmed which would result in a draft official plan for discussion (excluding the transportation chapter) being available in May 1985. (Deferred).

13. The staff as part of Stage 2 of the Official plan Review investigate the consequences of

    a) increased growth inside the greenbelt as contemplated by the City of Ottawa, and

    b) increasing the size of the urban communities outside the greenbelt.

14. In order that 13a) can be carried out, the City of Ottawa be requested to confirm the Regional staff's allocation of 34,000 dwelling units or to recommend an alternate allocation consistent with their brief, and consistent with existing zoning and approved neighbourhood plans, by February 15, 1985.

ANNEX B: DISCUSSION OF PROPOSED OFFICIAL PLAN POLICIES

PART 1: INTRODUCTION

1.2 GOALS

Council has determined that this Plan shall respect the following goals:

1. **Provide for an amount and variety of housing and employment adequate to meet the requirements of the projected population.**
2. **Protect inhabitants from exposure to adverse environmental influences.**
3. **Provide a land use and transportation system which emphasizes convenience of movement between destinations and affords good opportunity for the provision of a full range of utilities and community facilities.**
4. **Respect the capacity of the natural environment to assimilate the effect of human activities.**
5. **Protect important natural resources.**
6. **Protect important recreational, environmental and heritage resources.**
7. **Enhance the aesthetic quality of the built and natural environment.**
8. **Minimize the public cost of required services consistent with overall benefit.**
9. **Minimize dependence on non-renewable energy resources.**

And Council has determined that it shall:

10. **Conduct planning with an open process, producing policies which, to every degree possible, are fair in their distribution of benefits and adverse influences.**

1.6 INTERPRETATION

It is essential to state clearly what comprises this Plan and how this Plan's schedules are to be interpreted.

1. **This Plan is comprised of the whole of the text included in Parts 1 to 11 and Schedules A to H.**
2. **The boundaries of urban areas are as defined on Schedule A.**

Commentary on proposed goals, interest, objectives and policies.

The existing Plan contains goals relating to seven areas of concern; social well being, physical environment, services, implementation, finance, economic base and energy. Each area of concern contains a major goal (except for services which contains two) and a number of specific goals which total 48 in all.

The goals in the existing Plan have proved difficult to use, partly because they are all encompassing, partly because some conflict with others and partly because they extend beyond the Region's responsibilities.

The proposed goals address the Region's responsibilities in the Official Plan and are therefore more focussed and narrower in scope than in the existing Plan.

The intent is that boundaries of the urban area are fixed and changes will require an amendment to the plan as compared to policy areas which are general to the degree established by the Plan.

3. **Policy areas are designated or shown by symbols on Schedules A and B. The boundaries between them are approximate and shall be considered as general, except where they coincide with major roads, railways, Ontario Hydro transmission lines, rivers, and other clearly recognizable physical features. Major roads are provincial highways and regional roads shown on the base map of Schedule A and the roads shown on the base map of Schedule B.**

This policy is similar to a policy in the existing Plan except "major roads" are defined to avoid confusion.

4. **Proposed regional roads designated on Schedules C.1 and D.1, proposed transitways designated on Schedule E and major bicycle corridors on Schedule F are shown in approximate locations only.**

This policy is similar to a policy in the existing Plan except that proposed roads will require an amendment before they can be shown as existing roads on schedules C1 and D1.

1.7 IMPLEMENTATION

In summary, Council's objectives are:

1. **To implement the policies of this Plan primarily through the provisions of the *Planning Act, 1983* and other pertinent legislation.**
2. **To enlist the cooperation of other agencies and levels of government in achievement of this Plan's goals, objectives and policies through processes of consultation and coordination.**
3. **To provide regional infrastructure in accordance with this Plan's policies and subject to financial capacity.**
4. **To keep this Plan up-to-date through a process of monitoring, review and amendment, supported by community consultation.**

The existing Plan contains no specific objective for implementation. However these objectives are similar to statements of intent in the existing Plan.

1.7.2 Policies for Implementation

In summary:

1. **The policies of this Plan shall be implemented through the *Planning Act, 1983* and other pertinent legislation.**
2. **Council shall consult and coordinate with other levels of government and agencies in order to enlist their cooperation in implementing the provisions of this Plan.**
3. **Land may be acquired in order to implement any feature of this Plan.**

The existing plan makes it mandatory for Council to acquire land. The proposed wording, being permissive is more accurate.

4. **In addition to any other specific requirements of this Plan, the detail of official plans adopted by area municipalities shall be sufficient to ensure the adequate implementation of local and regional policies and enable the preparation of development proposals and zoning by-laws for specific areas. Secondary plans or development plans, adopted by area municipalities outside the requirements of the *Planning Act, 1983*, may deal only with design details. All substantive planning policy shall be adopted in official plans under the requirements of the *Planning Act, 1983*.**

The existing plan permitted Council to approve secondary plans adopted by area municipalities. Recent Ontario Municipal Board decisions have cast doubt on the validity of plans adopted outside the *Planning Act, 1983*. This policy is intended to clarify Council's position.

5. **Council recognizes that some zoning by-laws existing on the date of adoption of this Plan may require amendment as a result of the adoption of the Plan. However, it is not Council's intention to affect the status of development which exists on the date of the adoption of this Plan. Its objectives and policies are directed primarily to development which will follow its adoption. Accordingly, buildings or uses of land which exist on the date of the adoption of this Plan shall not be forced into a non-conforming situation merely by reason of a purported requirement to amend an existing zoning by-law to make it conform with this Plan. For example, a residential enclave which is zoned residential in an area designated Extensive Employment Area in this Plan should not have to be zoned industrial and thereby made non-conforming through a by-law purporting to bring by-laws into conformity with this Plan.**

The existing Plan contains a similar policy.

6. **When considering or approving local official plans, plans of subdivision, plans of condominium, and zoning by-laws, Council shall require that it be demonstrated that:**

   a) **regional roads and access thereto,**

   b) **public transit services, if in the urban area,**

   c) **piped services and treatment facilities, if in the urban area or a Serviced Village,**

   are or will be adequate for the proposed use and density. If services under Regional jurisdiction are not or will not be adequate, proposals may be refused, modified or phased where Council has jurisdiction under the *Planning Act, 1983*. In other instances, Council will comment to the approving authority.

This policy provides criteria relating to regional services by which local official plans, plans of subdivision, plans of condominium, and zoning by-laws will be judged.

The existing Plan does not contain this policy as at the time of the approval of the existing Plan the Minister had not delegated his approval powers to Council.

7. **Council requests the federal and provincial governments to inform and consult with them whenever a use of land or public work is proposed which is not permitted by this Plan, in order that the proposal may be evaluated with regard to its effect on the achievement of the goals and objectives of this Plan and on the provision of regional services and facilities.**

The existing Plan recognized the need for "a coordinated approach". This policy requests information and consultation.

8. **When considering amendments to this Plan, Council shall have regard, among other things, to the following criteria:**

   a) **the impact of the proposed change on achievement of regional goals, objectives and policies expressed in this Plan and on other regional policies,**

   b) **the need for the proposed change, and**

   c) **the effect of the proposed change on the need for regional services and facilities.**

   In addition, when considering amendments which affect the use of a specific site or sites, Council shall consider:

   d) **whether there is a need to add the site or sites to the lands already designated for the proposed use, and**

   e) **the physical suitability of the land for the proposed change.**

The existing Plan contains a similar policy except that "the effect of the proposed change" is limited to the need for regional services in the proposed plan. The existing plan includes "the effect of the proposed change on surrounding areas" as a criteria. This is proposed to be dropped as the impact of development on surrounding areas is seen to be a matter for area municipalities to decide as they are responsible for zoning and site plan control through which impacts may be mitigated.

9. **At regular intervals of not more than five years Council shall determine whether there is a need to revise this Plan to ensure that:**

   a) **the Plan's goals and objectives remain valid and realistic in light of prevailing circum stances; and**

   b) **the Plan's policies are adequate for the achievement of its goals and objectives.**

The existing Plan commits Council to "a continuing appraisal". The proposed policy reflects existing legislation.

10. **A community consultation program shall be provided for all amendments to and reviews of the Plan. The consultation process will be designed to meet the needs of specific situations. The process shall include timely provision of adequate information, opportunities for discussions with staff, and opportunities to present views to Council through Planning Committee.**

The existing Plan contains specific commitments to regularly assess and adjust public participation programs, and to undertake consultation after notification of municipal councils. It is felt these statements are too specific for an official plan.

PART 2: REGIONAL DEVELOPMENT STRATEGY

In summary the regional interest is in:

1. **Establishing objectives and policies for the physical development of Ottawa-Carleton which maximize the achievement of the goals.**

This is the basis of the regional interest related to physical development and provides the link between the definition of an official plan and the goals established in Part 1.

2.1 OBJECTIVES FOR THE REGIONAL DEVELOPMENT STRATEGY

In summary, Council's objectives are:

1. **To make a clear distinction between urban and rural areas.**
2. **To protect important natural resources.**

2.1.2 Amount of Urban Land

In summary, Council's objective is:

3. **To designate sufficient land in the urban area to meet projected requirements to 2001, including a surplus to ensure orderly market operation.**

The existing Plan does not contain specific objectives, however many of the objectives are implied by the policies included in the Plan. Objectives 1, 2, 3, 4, 6, 9 and 10 fall in that category.

2.1.3 The Number And Location Of Urban Areas

In summary, Council's objective is:

4. **To limit the number of urban centres to three located west, east and south of the greenbelt.**

2.1.4 Staging Of Urban Areas

In summary, Council's objective is:

5. **To adopt a staging policy for urban areas which balances the orderly and economical provision of infrastructure with the need for an adequate supply of urban land with trunk sewer and water services.**

The existing Plan prescribed a staging policy, i.e. other than Barrhaven, the South Urban Community was put in Stage 2, rather than establish an objective which could be applied to specific circumstances.

2.1.5 The Structure Of Urban Areas

In summary, Council's objectives are:

6. **To permit the development of urban areas, each of which provides a mix of housing types, a variety of jobs, and a full range of urban services and facilities.**
7. **To achieve a distribution of jobs in the urban area, other than those in the central area, approximately in proportion to the distribution of households.**
8. **To increase the proportion of all jobs located at transitway stations (including the central area).**
9. **To permit an amount of development which does not exceed the planned capacity of the transportation system and other regional services.**

While the existing Plan contains statements on the desirability of locating jobs close to where people live, it does not establish specific objectives.

2.1.6 Servicing Strategy

In summary, Council's objectives are:

10. **To provide water and sewer services to urban areas which support and meet the needs of the desired development pattern.**

11. **To extend regional water mains and trunk sewers to the urban area so that a minimum of 10 years supply of residential land, calculated on a region-wide basis, with trunk services is maintained.**

The existing Plan does not contain an objective with regard to the amount of serviced land which is desirable to have on hand.

2.1.7 Transportation Strategy

In summary Council's objective is:

12. **To provide an integrated transportation system, composed of complementary public transit and road systems, which supports and meets the needs of the desired development pattern.**

The existing Plan, while recognising the need for both roads and transit does not specifically recognize an integrated transportation system which supports the development pattern.

2.2 POLICIES

In summary:

1. **The following areas are designated Urban Area on Schedule A:**
   - a) **all lands within the inner limit of the greenbelt, and Blackburn Hamlet and Bells Corners,**
   - b) **an urban centre of approximately 3,200 hectares west of the greenbelt (Kanata),**
   - c) **an urban centre of approximately 3,200 hectares east of the greenbelt (Orleans),**
   - d) **an urban centre of approximately 3,200 hectares south of the greenbelt (south urban centre— which includes Barrhaven),**
   - e) **approximately 980 hectares in Stittsville.**

The intent of the proposed plan and existing plan is similar, however the amount of land to be designated is specified. Stittsville is identified as an urban area because in staff's view the commitments to development and servicing make it part of the urban area rather than the rural area. When fully developed it will be larger in extent than Bells Corners and Blackburn Hamlet combined.

2. **Lands inside the greenbelt, Kanata, Orleans, the portion of the south urban centre in Nepean north of the Jock River and Stittsville are approved for immediate development, subject to policies elsewhere in this Plan, as Stage 1 lands. The remainder of the south urban centre is reserved for future development as Stage 2 lands. These lands shall be kept in agricultural production for as long as possible prior to urban development. No development may be permitted which would hinder the ultimate development of an urban centre.**

The proposed plan adds lands surrounding Barrhaven north of the Jock River totalling approximately 1,500 hectares for immediate development. The balance of the south urban centre is subject to policies similar to those in the existing Plan. The existing Plan provides for 1,100 hectares of land for housing outside Barrhaven in the south urban centre.

3. **Council shall undertake a planning study, jointly with the Cities of Nepean and Gloucester, to determine appropriate policies for the development of the General Urban Area (Special Study) designated on Schedule B. This study will determine such matters as:**
   - a) **the amount and location of land for residential purposes, including provision for a mix of housing types,**
   - b) **the amount and location of land for employment purposes, including the location of a town centre and other employment areas,**

This policy recognizes the need to undertake a joint planning study of the whole of the south urban centre. The matters of regional concern are identified.

c) **the location of an extension(s) of the transitway system to the urban centre,**

d) **the road system required to serve the urban centre, including the location of a regional road link between Highways 416 and 417,**

e) **the municipal water and sewer systems required to serve the area,**

f) **the provision of sufficient public open space in the urban centre, particularly along the rivers, and of continuous bicycle paths, including a link through the greenbelt,**

g) **the preparation of master drainage plans for stormwater management.**

4. **Area municipalities shall provide in local official plans, opportunities for households and jobs to locate in the urban centres and Stittsville in the following amounts:**

		Households	Jobs
Urban Centre			
Kanata	**- minimum**	**25,000**	**30,000**
	- maximum	**30,000**	**40,000**
Orleans	**- minimum**	**25,000**	**30,000**
	- maximum	**30,000**	**40,000**
South Urban Centre			
Stage 1 area	**- minimum**	**18,000**	**20,000**
	- maximum	**20,000**	**26,000**
Stage 2 area	**- minimum**	**7,000**	**10,000**
	- maximum	**10,000**	**14,000**
Other			
Stittsville	**-maximum**	**4,000**	**5,000**

The existing Plan provides for urban communities of approximately 100,000 people in Kanata, 75,000 people in Orleans and 75-100,000 people in the south, of which 35,000 population is to be in Gloucester and 40-65,000 in Nepean. While the intent in the proposed Plan is similar, the breakdown between the two municipalities in the Stage 2 area is to be determined through the study identified in policy 3.

5. **Prior to completion of the study in policy 3 above, an amendment to Schedule B may be adopted to permit the servicing and development of additional residential and industrial areas in the Stage 1 portion of the south urban centre north of the Jock River.**

Current estimates by the Works Department are that the existing sewer can provide service to the number of households and jobs in Stittsville as identified in policy 4.

6. **Municipal piped services may be extended only to Stage 1 Urban Areas as identified in policy 2 above and to rural areas where specifically permitted on Schedule H to this Plan.**

7. **Council shall provide adequate transportation and other regional services to sites designated for employment purposes as a matter of priority.**

The existing plan contains a policy "to take aggressive measures" in order to develop employment opportunities in the urban centres. The proposed policy is a realistic statement of what Council can do in that regard.

8. **Council shall review annually, when considering the five year capital program, the supply of residential land with water main and trunk sewer services against the objective of having a ten-year supply of such land.**

With the objective for a 10 year serviced land supply comes a requirement to review the objective against the provision of services when reviewing the five year capital program each year.

PART 3: THE URBAN AREA

3.1 EMPLOYMENT AREAS

3.1.1 Introduction

In summary the four regional interests for employment areas are in:

1. **The number of jobs in Ottawa-Carleton.**
2. **The distribution of those jobs.**
3. **The central area and other focal points.**
4. **The provision of transportation and other regional services.**

Although interests are not specifically identified, the existing plan deals with expansion and diversification and distribution of employment. Concerns expressed in the existing Plan are similar to the interests expressed in the proposed Plan.

3.1.2 Objectives for Employment Areas

In summary, Council's objectives are:

1. **To plan and provide land for an increase of 130,000 jobs by 2001.**

The number of jobs to be provided for is similar but not identical to the existing Plan.

2. **To select locations for employment that are easily accessible by road and public transit and adequately provided with other regional services.**

This objective does not appear in the existing Plan. It stems from the point of view that locations which are accessible and serviced are desirable locations to which jobs should be encouraged to locate.

3. **To increase the proportion of all jobs in the urban area which are located at transitway stations (including the central area).**

This objective is new to the Plan.

4. **To maintain the central area as the main focal point for Ottawa-Carleton and the Capital.**

Although not expressed as an objective the existing Plan contains a similar statement.

5. **To achieve intensive, mixed use developments at selected stations on the transitway.**

Although not expressed as an objective the existing Plan contains a similar statement.

6. **To increase the opportunity for the use of public transit in the design of employment areas.**

This objective is new to the Plan, although staff have been using guidelines when considering plans of subdivision which implement the objective. The existing Plan includes specific goals related to energy conservation.

7. **To achieve a distribution of jobs, other than those in the central area, approximately in proportion to the distribution of households across the urban area.**

The existing Plan contains general statements along the same lines, but it does not contain a specific objective.

8. **To ensure that the number of jobs to be accommodated at any designated employment location will not exceed the planned capacity of the transportation system and other regional services.**

The existing Plan contains statements similar to the notion expressed by this objective especially with regard to the central area.

3.1.3 Policies for Employment Areas

3.1.3.1 Central Area

In summary:

1. **The Central Area is designated on Schedule B.**

The area designated on Schedule B is similar as that designated in the existing Plan except that the boundary east of the canal is drawn along Laurier and that the University of Ottawa is shown by symbol.

2. **The Region will develop, jointly with the City of Ottawa and the National Capital Commission, an approach to planning that will guide the future development of the Central Area.**

The existing Plan contains a statement requesting the NCC and City of Ottawa to jointly prepare a detailed plan for the central area. This was never implemented. Major changes envisaged for the central area e.g. Albert St., Rideau St., Ceremonial Route require at least an agreed coordinated approach to the long term development of the central area. In staff's view this should be a major priority in the next year or two.

3. **When considering amendments to the local official plan or zoning by-laws, Council shall require that it be demonstrated that potential employment levels in the Central Area will not exceed the capacity of the planned transportation system and other regional services.**

The existing Plan contains statements which require the employment level in the central area to be consistent with the objectives for attaining a level of public transit and with the provision of road facilities designated on Schedules C or D. This policy implements more precisely this point. By implication the Council is recognising the existing zoning in the central area since the policy is only applicable to local official plan amendments and changes to zoning by-laws.

3.1.3.2 Primary Employment Centres

In summary:

4. **Areas having the following characteristics:**

   a) **the potential for development which can accommodate at least 5,000 jobs at centres inside the greenbelt and 10,000 jobs at centres outside the greenbelt with a mix of uses at relatively high densities,**

   b) **direct access to at least one regional road which can accommodate the anticipated traffic,**

   c) **adjacent to an existing or proposed transitway station**

   are designated as Primary Employment Centres on Schedule B.

This designation replaces some district centre, regional shopping centre and office designations.

By setting out the 3 criteria Council is by implication providing the opportunity for other sites to be designated by amendment if they meet the same criteria. Kanata Town Centre, Baseline/Woodroffe, Tunney's Pasture, South Keys, St. Laurent/Cyrville, Blair Road/Queensway and Orleans Town Centre meet the criteria and are designated.

5. **Development potential at Primary Employment Centres permitted in zoning by-laws existing on the date of adoption of this Plan shall be maintained until local official plans contain provisions relating to achievement of the number of jobs set out in policy 4a) above.**

The intent of this policy is to maintain existing zoning at the above locations until comprehensive studies and local official plan amendments are completed, since it is important that employment be encouraged to locate there.

6. **Local official plans and plans of subdivision shall provide for compact and pedestrian oriented development at Primary Employment Centres.**

To obtain maximum benefit in terms of improved accessibility from the investment in the transitway, it is vitally important that it be easy to get from each job location to the transit station. The Region is not responsible for developing pedestrian systems. Therefore the avenues open to the Region in this area are to see that local official plans contain policies regarding compact and pedestrian oriented development and to take this into account when approving plans of subdivision.

7. **Notwithstanding the Region's inability to impose conditions on area municipality approval of site plans with regard to the location of buildings and parking facilities and the provision of pedestrian circulation, the Region will advise area municipalities of its concerns when site plan applications at Primary Employment Centres are circulated.**

One of the main approvals given in the development of these areas will be site plan approval. This is an area municipal responsibility and apart from an ability to impose conditions relating to road widenings on regional roads, the Region has no jurisdiction. This policy provides an opportunity to provide the area municipalities with its opinion on the factors specifically named.

3.1.3.3 Secondary Employment Centres

In summary:

8. **Selected areas having the following characteristics:**

   a) **the potential for development which can accommodate between 2000 and 5000 jobs with a mix of uses at relatively high densities,**

   b) **direct access to a regional road which can accommodate the anticipated traffic,**

   c) **an efficient all day high frequency public transit service can be provided,**

   are designated as Secondary Employment Centres on Schedule B.

As with Primary Employment Centres, by setting out the criteria, Council is providing the opportunity for other sites to be designated by amendment if they meet the same criteria:
- Bayshore,
- Pinecrest/Queensway,
- Carlingwood,
- Merivale Road,
- Merivale Road/Baseline,
- Riverside/Uplands Drive,
- Confederation Heights,
- Billings Bridge,
- Vanier Parkway/Coventry Road, and
- Vanier Town Centre

are proposed to be designated.

9. **Development potential at Secondary Employment Centres permitted in zoning by-laws existing on the date of adoption of this Plan must be maintained until local official plans contain provisions relating to achievement of the number of jobs set out in policy 8a) above.**

10. **Local official plans and plans of subdivision shall provide for compact and pedestrian oriented development at Secondary Employment Centres located at transitway stations.**

Policies 9 and 10 are the same as policies 5 and 6.

11. **Notwithstanding the Region's inability to impose conditions on area municipality approval of site plans with regard to the location of buildings and parking facilities and the provision of pedestrian circulation, the Region will advise area municipalities of its concerns when site plan applications at Secondary Employment Centres at transitway stations are circulated.**

Policy 11 is the same as policy 7 except that it only applies to secondary employment centres at transitway stations.

3.1.3.4 Extensive Employment Areas

In summary:

12. **Selected areas having the following characteristics:**

   a) **the potential for development which can accommodate more than 2000 jobs with a mix of uses at relatively low densities,**

   b) **direct access to a regional road which can accommodate the anticipated traffic, and particularly access to designated truck routes,**

   c) **an efficient peak period public transit service can be provided**

This designation replaces two industrial designations. The policy is phrased in such a way that the Region's concern is with obtaining a mix of uses at relatively low densities. Area municipalities will be responsible for determining the land use and type of development.

are designated as Extensive Employment Areas on Schedule B.

13. **Local official plans and plans of subdivision for Extensive Employment Areas shall support the provision of an attractive and cost-effective public transit service in accordance with policy 15 of Section 11.4.1.**

This policy will implement current practice and appendix F of the existing Plan.

3.2 SHOPPING FACILITIES

3.2.1 Introduction

In summary the regional interests for shopping facilities are in:

1. **The retail function of the central area and the town centres of the urban centres outside the greenbelt.**
2. **The location of major shopping centres.**

The existing Plan refers to the need for a strong retail function of the central area. The emphasis on the town centres outside the greenbelt is a new element.

3.2.2 Objectives for Shopping

In summary Council's objectives are:

1. **To retain the central area as the most significant retail area in Ottawa-Carleton.**
2. **To protect the retail potential of the town centres of the urban centres outside the greenbelt.**
3. **To select locations for major shopping centres that are easily accessible by road and public transit and are adequately provided with other regional services.**

The existing Plan does not contain specific objectives for shopping. However the ideas behind these objectives are contained in the existing Plan with the exception of the specific reference to the town centres outside the greenbelt.

3.2.3 Policies for Shopping Facilities

3.2.3.1 Regional Shopping Centres

In summary:

1. **Regional Shopping Centres, defined as shopping centres located outside the central area having more than 35,000 square metres of gross leasable area, are designated on Schedule B.**

The existing Plan defines regional shopping centres as having more than 23,225 square metres. The effect of this is to permit community shopping centres, e.g. Billings Bridge, Pinecrest, to expand to 35,000 square metres, subject to local official plans and zoning bylaws.

Kanata Town Centre, Bayshore, Carlingwood, South Keys, St. Laurent and Place d'Orleans are designated Regional Shopping Centre.

2. **When considering an amendment to this Plan, dealing with a proposed new site for a Regional Shopping Centre, Council shall require that:**
   a) **the site has direct access to at least one regional road or provincial highway and the adjacent road system can accommodate the anticipated traffic;**
   b) **the site is adjacent to an existing or proposed transitway station; and**
   c) **other regional services can be provided adequately.**

This policy is similar to the existing plan except that reference to the impact of the shopping centre on surrounding land uses is not included, as this is seen to be an area municipal responsibility.

Council shall review the potential impact on the retail function of the central area and other Regional Shopping Centres on the basis of a region-wide retail study prepared for the Region and shall consider the availability and suitability of alternative sites.

The existing Plan requires all additions (other than minor ones) to be justified by a market study. In the past these have been prepared by both proponents and the Region. The intent is in future that they be prepared for the Region.

3. **The gross leasable area of Regional Shopping Centres inside the greenbelt shall be limited according to the following table:**

Location	Size in m^2
Bayshore	70,000
Carlingwood	50,000
St. Laurent	55,000
South Keys	50,000

The limits established permit a further small expansion for the 3 centres in existance and the first phase of South Keys shopping centre.

4. **Council shall review policy 3 when a region-wide retail study is completed for the Region and a Regional Shopping Centre of at least 50,000 square metres of gross leasable area exists in either the Kanata town centre or the Orleans town centre.**

5. **Council shall designate a Regional Shopping Centre in the town centre for the Nepean portion of the south urban centre by amendment to this Plan.**

It is intended that the criteria established in policy 2 shall apply and that the site will be identified as part of the planning study to be undertaken jointly with the area municipalities. The existing Plan contains a similar provision.

3.2.3.2 Community Shopping Centres

In summary:

6. **Shopping centres located outside the central area having between 10,000 square metres and 35,000 square metres of gross leasable area are defined as Community Shopping Centres.**

The existing Plan defines community shopping centres as being between 9,290 and 23,225 square metres. This policy permits increases in floor area or GLA subject to local official plans and by-laws.

7. **Community Shopping Centres may be permitted in areas designated Primary Employment Centre, Secondary Employment Centre or General Urban Area on Schedule B, provided that:**

   a) **Community Shopping Centres may only be permitted in each urban centre when a Regional Shopping Centre of at least 50,000 square metres of gross leasable area exists in the town centre of the respective urban centre;**

   b) **the site has direct access to a regional road or provincial highway and the adjacent road system can accommodate the anticipated traffic;**

   c) **an efficient all day high frequency public transit service can be provided; and**

   d) **other regional services can be provided adequately.**

The existing Plan limits shopping centres to less than 9,290 square metres in the urban centres outside the greenbelt excluding the town centres. The intent of the proposed policy is to provide some relief from that policy when the Region's objective has been attained, namely a significant retail component in the town centre is established.

3.2.3.3 Neighbourhood Shopping Centres

In summary:

8. **Shopping centres located outside the central area having between 3,000 square metres and 10,000 square metres of gross leasable area are defined as Neighbourhood Shopping Centres.**

The intent of these policies is similar to the existing Plan.

9. **Neighbourhood Shopping Centres may be permitted anywhere in the urban area except on land designated Waterfront Open Space, Conservation Area (Urban), or Natural Environment Area on Schedule B. They also may be permitted in Villages and Serviced Villages in the rural area.**

3.3 MAJOR COMMUNITY FACILITIES

3.3.1 Introduction

In summary, the regional interest is in:

1. **The distribution and location of major community facilities.**

This part of the proposed Plan differs from the existing plan in that it is focussed on controlling the location of a limited number of major community facilities. The existing Plan deals with other facilities such as community centres, parks, schools, etc. These are dropped from the proposed Plan because they are not thought to be of regional concern.

3.3.2 Objectives for Major Community Facilities

In summary, Council's objectives for the location and distribution of major community facilities are:

1. **To achieve an equitable distribution of major community facilities relative to service area population, where there is more than one of a certain type of facility;**
2. **To select sites for major community facilities which are convenient and accessible;**
3. **To minimize any negative impacts, particularly to surrounding residential areas, created by major community facilities funded by the Region;**
4. **To minimize the cost of the transportation system and other regional services consistent with overall benefit.**

The existing Plan does not contain specific objectives for major community facilities.

A distinction is made between the situation when the Region funds a project and when it does not. In the former instance it is suggested that the Region should be concerned with potential negative impact.

3.3.3 Policies for Major Community Facilities

In summary:

1. **Major Community Facilities, defined as facilities such as hospitals, the University of Ottawa and Carleton University, the main campus of Algonquin College, the Central Canada Exhibition, major sports, recreation and cultural facilities and the major transportation terminals, are designated on Schedule B.**
2. **When considering an amendment to this Plan dealing with a proposed new site for a Major Community Facility, Council shall consider the need for:**
   a) **central location with respect to service area population;**
   b) **direct access to a regional road or provincial highway which can accommodate the anticipated traffic;**
   c) **if in the urban area, an efficient all-day high frequency transit service;**
   d) **compatibility of Major Community Facilities funded by the Region with existing and proposed uses in the general vicinity; and**

   any special requirements with respect to the location of the specific facility under review as well as the availability and suitability of alternative sites.

This policy limits Council's interests to the specified types of facilities. For clarification, the designation at Lansdowne Park signifies the major sports facility and the CCEA. If the CCEA moves, the designation would remain at Lansdowne Park.

This policy identifies the concerns Council will address when dealing with sites for major community facilities.

3. **In addition to policy 7 in section 1.7.2, Council requests the federal government to respect the criteria in policy 2 above and to inform and consult with Council and the area municipalities when establishing new locations for museums and other federal cultural institutions.**

This policy recognizes Council's inability to influence the federal government with regard to the location of its major facilities.

3.4 GENERAL URBAN AREAS

3.4.1 Introduction

In summary the regional interests are in:

1. **A safe, convenient and energy efficient living environment for urban residents.**
2. **The provision of transportation and other regional services.**

This section replaces the residential district designation.

The proposed Plan is considerably more limited in scope than the existing Plan, but more focussed.

3.4.2 Objectives for General Urban Areas

In summary, Council's objectives are:

1. **To plan and make provision for an arrangement of land uses and a transportation system in areas designated General Urban Area which provide:**
   a) **sufficient non-residential uses to meet the day-to-day needs of urban residents;**
   b) **safe and convenient access by vehicles, transit, bicycles and pedestrians;**
   c) **opportunity for the use of energy efficient travel modes;**
   d) **opportunity for the use of solar energy.**
2. **To minimize the cost of the transportation system and other regional services consistent with overall benefit.**

The existing Plan does not contain specific objectives. However it does include reference to provision of services and facilities (i.e. non-residential uses) and energy conservation including pedestrian and bicycle travel.

This objective implies a balance between minimising the cost to the Region and other benefits to the community at large.

3.4.3 Policies for General Urban Areas

In summary:

1. **General Urban Areas designated on Schedule B are to be used primarily for residential purposes. Non-residential uses also may be permitted subject to the following requirements:**
   a) **aggregations of non-residential uses may be permitted up to a development potential of 2,000 jobs;**
   b) **shopping centres may be permitted subject to policies in Section 3.2.3.**
2. **Major Bicycle Corridors shall be provided through General Urban Areas as shown on Schedule F.**
3. **Local official plans, plans of subdivision and zoning by-laws, in areas which are not substantially developed, shall ensure the proper arrangement of streets and land uses to permit convenient access by a variety of transportation modes. Therefore they shall provide for:**
   a) **an adequate number of sites for retail, service and community facilities, to meet the day-to-day needs of residents of the area being planned and adjacent areas where appropriate;**

This policy is similar to the existing policy. However a) provides for a specific level of employment in areas designated general urban area. It is meant to apply to aggregations of non- residential uses in one general area not one property ownership.

The existing Plan does not contain a policy similar to the proposed Plan. However staff have been using guidelines for some time to evaluate local official plans and subdivisions and these policies reflect those guidelines.

The intent is to give clear direction to area municipalities and property owners of the Region's requirements which are based on the two objectives.

b) **the location and grouping of community facilities, especially schools, day care centres, nursing homes and homes for the aged, on streets serviced or proposed to be serviced by transit, or as close to such streets as possible;**

c) **safe and convenient pedestrian and bicycle travel, facilitated by a road pattern supportive of this type of travel. Where the road pattern is circuitous, direct pedestrian and/or bicycle paths shall be provided;**

d) **an attractive and cost-effective public transit service in accordance with policy 15 of Section 11.4.1.**

4. **When considering local official plans and plans of subdivision in areas which are not substantially developed, Council may impose requirements to achieve contiguous development so that transportation and other regional services can be provided more efficiently.**

The existing plan identifies a concern that the phasing of development should encourage the development of contiguous areas, but it contains no policy. The proposed policy will allow Council to impose conditions, if necessary.

5. **Local official plans, plans of subdivision and zoning by-laws, in areas which are not substantially developed, shall provide good opportunity for south-facing windows and solar collectors by:**

a) **orienting local streets within 30 degrees of east-west and collector streets within 30 degrees of north-south or east-west wherever possible;**

b) **orienting lots for single and semi-detached dwelling units within 30 degrees of north-south wherever possible;**

c) **locating blocks of land intended for buildings taller than four storeys to minimize shading of low density residential areas, unless such a location is undesirable with respect to the transit considerations identified in policy 15 of Section 11.4.1.**

The existing Plan contains similar policies as guidelines in Appendix F. It is proposed to incorporate them in the Plan as appendixes are not being included in the proposed Plan because their legal status is questionable. The main change between the proposed policy and the existing guideline is to increase flexibility by requiring 30 degree orientation rather than 25 degree orientation.

6. **Local official plans, plans of subdivision and zoning by-laws, in areas which are substantially developed, shall have regard to the provisions of policy 3 above. It is recognized that achievement of these policies may not be possible in areas which are substantially developed. They are considered to be desirable objectives in these areas.**

This policy provides flexibility in dealing with proposals in areas already substantially developed.

7. **Council expects area municipalities, with the participation of the Region, to investigate opportunities to increase development in the vicinity of transitway stations located in areas designated General Urban Area. Accordingly, development potential permitted in zoning by-laws existing on the date of adoption of this Plan shall be maintained until these investigations are completed and local official plans contain provisions relating to achievement of compact and pedestrian oriented development.**

The existing Plan contains a policy that "Council will prepare jointly with area municipalities, a policy for redevelopment of land which will include consideration of the effects of such policy on transit routes". This was never done. The proposed policy recognizes area municipalities as having the prime responsibility for this.

8. **Notwithstanding the Region's inability to impose conditions on area municipality approval of site plans with regard to the location of buildings and parking facilities and the provision of pedestrian circulation, the Region will advise area municipalities of its concerns when site plan applications near transitway stations in areas designated General Urban Area are circulated.**

This policy is similar to the one at Primary Employment Centres and at Secondary Employment Centres at transitway stations and will allow the Region to comment on site plans.

9. **Council expects area municipalities, with the participation of the Region, to investigate the amount of potential non-residential development which is permitted by zoning by-laws in force on the date of the adoption of this Plan, in areas designated General Urban Area.**

Area Municipalities are responsible for zoning. It is clear some sites may be zoned either for uses or densities which will be difficult to provide with transportation or other regional services at reasonable cost, e.g. Rockcliffe Air Base, Bank Street between Heron and Walkley.

The policy provides that area municipalities will review their zoning by-laws, with regional participation, to determine if changes should be made. These changes could be changes to the zoning by-law in terms of use or density, or they could be changes to this official plan e.g. to provide for wider roads.

10. **Land designated General Urban Area (Energy Conserving Community) shall be planned to provide for siting, insulation, landscaping, innovative architectural design, and other considerations necessary to maximize energy conservation.**

This policy maintains the existing policy for the Energy Conserving Community in a different form.

11. **Land designated General Urban Area (Central Experimental Farm) on Schedule B may be used for farming and associated research.**

This policy provides that the Central Experimental Farm be maintained. However the part west of Merivale Road which it is understood is to be sold by the federal government is proposed to be designated general urban area.

3.5 THE GREENBELT

3.5.1 Introduction

In summary, the regional interest is in:

1. **The maintenance of the greenbelt as part of the structure of the urban area.**

The existing Plan does not have a similar statement but rather accepts the greenbelt as a given.

3.5.2 Objectives for the Greenbelt

In summary Council's objectives are:

1. **To protect land having high resource value for agriculture, mineral extraction, conservation or waterfront recreation.**
2. **To maintain the open, essentially rural character of the greenbelt.**

The existing Plan does not contain specific objectives for the greenbelt but the policies in the existing Plan assume similar objectives.

3.5.3 Policies for the Greenbelt

In summary:

1. **Lands within the greenbelt having less significant resource potential are designated Greenbelt Reserve on Schedule A. These lands may be used in a manner similar to their use on the date of adoption of this Plan and for other uses of a**

Apart from a change in nomenclature this policy is similar to the existing Plan.

generally open character, such as conservation and recreation.

2. **Council requests the federal government to review jointly with Council any proposed land use on land within the greenbelt which is not permitted by the designation of such land on Schedule A, in order to determine the impact on the goals, interests, objectives and policies expressed in this Plan relating to, among other things:**

   a) **the distribution of employment and housing,**

   b) **environmental constraints,**

   c) **continuity of major bicycle corridors,**

   d) **transportation and other regional services,**

   including operational and staging matters related to d) above.

3. **Council requests the federal government to consider the availability and suitability of alternative sites for the proposed use when undertaking the review pursuant to policy 2.**

Policies 2 and 3 do not appear in the existing Plan. They recognize that the federal government is not bound by the Plan and set out a way of dealing with proposals which may affect the greenbelt.

A policy in the existing Plan which has been dropped is one which encourages the replacement of greenbelt lands lost to urban development. If it is deemed appropriate that a part of the greenbelt be developed, the Region cannot compel the federal government to substitute an equivalent amount of open space land.

PART 4: DEVELOPMENT IN THE RURAL AREA

4.0 INTRODUCTION

In summary the regional interests are in:

1. **The protection of important natural resources.**
2. **The provision of opportunities for people to live in a rural environment.**
3. **The continued safe operation of private individual water and sewer services.**
4. **The provision of transportation and other regional services.**

The existing Plan does not contain interests as such. However the concerns covered by these interests are expressed in the existing Plan.

4.1 OBJECTIVES FOR DEVELOPMENT IN THE RURAL AREA

In summary Council's objectives are:

1. **To enable the utilization of natural resources by directing development which is not directly related to their use away from natural resource areas.**
2. **To permit an amount and type of development in the rural area consistent with maintaining its rural character.**
3. **To provide for rural development on private individual services and to ensure that such development does not threaten the quality or quantity of ground and surface water.**
4. **To ensure that the amount and distribution of development will not exceed the planned capacity of transportation and other regional services.**

The existing Plan contains ten specific objectives for planned residential development in the rural area. However none are replicated by the proposed objectives. The emphasis has shifted from such objectives as "provide for a variety of rural lifestyles", "preserve and enhance the beauty and heritage of the rural area" and "assure compatibility between land uses" to the four objectives opposite which relate more clearly to the goals expressed in Part 1 and the Region's responsibilities.

4.2 POLICIES FOR DEVELOPMENT IN THE RURAL AREA

4.2.1 Policies Applying to all Development in the Rural Area

In summary:

1. **Area municipalities shall provide in their local official plans for an amount and distribution of development which:**
   a) **directs development away from natural resource areas,**
   b) **maintains the rural character of the area, and**
   c) **ensures that the amount of potential development does not exceed the capacity of transportation services or of the regional water and sewer services designated on Schedule H.**
2. **Council shall review the actual experience relating to the amount and distribution of development, as against the objectives for development in the rural area, periodically and not less frequently than every five years.**

While the effect of the policies in the existing Plan may be similar to the proposed policies, the method of achieving them is very different. Instead of providing each municipality with a population allocation, the proposed plan places the onus on area municipalities to determine an appropriate amount of development which meets the three specified criteria.

This policy provides future Councils with the opportunity to review the effectiveness of the policies.

3. **All rural development shall meet the servicing requirements of Part 10 of this Plan.**

4. **Except in villages, severances shall not be approved with access to a regional road, if they have the effect of creating new areas of strip development or extending existing areas of strip development.**

The objective behind this policy is to ensure new areas of strip development are not started on regional roads or existing areas extended, because regional roads are meant to carry all types of traffic at high speed. Policy 18 permits infilling of existing strips.

5. **When considering or approving local official plans, plans of subdivision, severances and zoning by-laws Council shall have regard to, among other matters, the Agricultural Code of Practice dated 1976.**

This is similar in intent to the existing Plan. The Agricultural Code of Practice regulates how closely residential uses and intensive farms can locate to each other.

4.2.2 Villages and Serviced Villages

In summary:

6. **Villages which are entirely or primarily serviced by private individual services are designated on Schedule A as Villages.**

The existing Plan designates 29 villages. The proposed Plan designates 23 villages and 5 serviced villages. Stittsville is designated an urban area.

7. **Villages which are provided with regional water or sewer service from the central system or are provided with a communal water and/or communal sewage system designated on Schedule H are designated on Schedule A as Serviced Villages.**

8. **Area municipalities shall plan for the development of Villages and Serviced Villages in local official plans which shall:**

   a) **define the expected growth for at least a ten year planning period,**

   b) **include a plan of the Village or Serviced Village showing existing and proposed land uses and roads, the boundary of the Village or Serviced Village and the total number of potential dwelling units within the boundary,**

   c) **justify any proposal to extend the then existing Village or Serviced Village on to lands designated Agricultural Resource Area on Schedule A, based on the long term demand for village expansion in the area municipality as a whole, and a consideration of alternative locations for that expansion,**

   d) **ensure that any proposal to extend the then existing Village or Serviced Village does not extend the village onto lands designated Mineral Resource Area, Natural Environment Area or Marginal Resource Area (Restricted) as designated on Schedule A.**

The proposed Plan is similar to the existing Plan in that both require a plan of each village to be prepared and both require that extensions to villages avoid natural resource lands. However the existing Plan states that expansion of villages on the basis of communal water and sanitary sewer systems should only be considered for villages where such services are already required for public health and safety.

The existing Plan states that "under no circumstances should a village expand through the 1,000 population threshold", eight villages are estimated to be over that limit in 1986. Villages over 1,000 in 1974, Munster, Richmond, Stittsville, Manotick and Constance Bay, could not expand until information was provided on how much growth could be safely accommodated on private services.

9. **Non-residential uses may be permitted in Villages and Serviced Villages of a scale and type which meet local needs, including the needs of the travelling public, and/or utilize local resources. Shopping centres are subject to policies in Section 3.2.3.3.**

While the existing Plan does not contain this policy a similar sentiment is expressed.

10. **When considering or approving local official plans which expand the boundaries of Villages and Serviced Villages, or increase the total number of potential dwelling units above that established pursuant to policy 8b) above, Council shall require a hydrogeology study in sufficient detail to:**

    a) **demonstrate the capability of the soils and the sub-soils to support the safe long term use of private sewage disposal systems, in all villages except those served entirely by a communal sewage system or central sewer services;**

    b) **establish that water of sufficient quality and quantity to support the proposed development can be provided in the area without adversely affecting the operation of existing wells, in all villages except those served entirely by central water services;**

    c) **identify specific requirements which must be addressed prior to subdivision approval in any sub-area of the proposed village; and**

    d) **demonstrate that the proposed development will not adversely affect the quality or quantity of well water within approximately two kilometres of the boundary of the Village or Serviced Village,**

    and for Serviced Villages evidence to indicate that:

    a) **there is sufficient capacity in existing communal water and/or sewage systems or central service extension to support the proposed development, and**

    b) **there are no physical impediments to the provision of the above services to any area within the village.**

The existing Plan does not require a hydrogeology study for villages as such, although it is now current practice to obtain one when proposing village expansion. The existing Plan requires "professional evidence based on field investigation" The objective is to ensure that the village can function in perpetuity on private individual services without damage to the aquifer.

4.2.3. General Rural Areas

In summary:

11. **Lands characterized by less significant natural resource potential compared to those resources discussed in Part 5 are designated General Rural Area on Schedule A.**

This designation replaces marginal resource area. Outside villages development should take place on only these lands because they contain less significant resource land.

12. **Residential development permitted on lands designated General Rural Area is housing required by farming activities permitted in Section 5.1.3.2, infilling permitted in Section 4.2.4, and single detached dwelling units on country lots which shall have a minimum lot size of 0.8 hectares, whether created by plan of subdivision or severance.**

This policy defines the three categories of residential development in general rural areas. Minimum lot size of 0.8 hectares is maintained partly to ensure space for additional tile fields if necessary and partly to ensure the character of the rural area is maintained.

13. **Non-residential development permitted on lands designated General Rural Area may include industrial and commercial uses related to local resources, industrial uses which require large land areas and other non-residential uses of a type and scale to meet local needs or the needs of the travelling public.**

This policy defines types of non- residential development permitted in general rural areas.

14. **Policies in local official plans for the development of lands designated General Rural Area shall:**

    a) **define a planning period of at least 10 years,**

    b) **identify the number of country lots to be permitted in the planning period,**

    c) **identify by designation or by inclusion of criteria land suitable or unsuitable for various types of development such as residential, industrial and commercial, taking special account of such factors as organic soils, wetlands, significant aquifer recharge areas, significant wildlife habitats, topography and other physical features that result in sites not being suitable for private individual services, the quality and quantity of ground water, and anticipated demand for the various types of development,**

    d) **specify permitted uses within the various types of development.**

The approach used in the proposed Plan is quite different to the approach used in the existing Plan. The onus is put on the area municipality to define how many country lots they wish to permit in a planning period and to define either by designation or by criteria areas which are suitable or unsuitable for development. In this way the area municipality is responsible for determining how much growth and where it is to locate, provided it respects the four previously defined regional objectives.

15. **Notwithstanding policy 12, Council may approve plans of subdivision with country lots smaller than 0.8 hectares if:**

    a) **such lots are part of a development containing a recreational facility such as a golf course;**

    b) **the development as a whole has an average lot size of not less than 0.8 hectares per dwelling unit; and**

    c) **requirements of policy 8 in Section 10.1 concerning private individual services are met.**

This policy provides a way to approve developments having a lesser lot size than the specified minimum of 0.8 hectares.

16. **Country lot development shall not be approved on lands designated General Rural Area, close to a Village, Serviced Village or the urban area where the development would occupy the only possibility for the continued expansion of the Village, Serviced Village or urban area on lands designated General Rural Area.**

17. **Country lot development having lot sizes of less than 10 hectares shall be on attractive sites which have sufficient mature trees and/or topographic variety such that housing on most of the site will not be visually dominant.**

The reason for this policy is the desire to ensure that villages, serviced villages and the urban area have the opportunity to expand on to General Rural Area rather than a natural resource area e.g. country lot development should not be approved immediately north of Metcalf if it prevents expansion of the village in that direction, since land to the south is designated agricultural resource area.

4.2.4 Infilling Development

In summary:

18. **A limited amount of infilling development may be permitted in areas designated General Rural Area and Agricultural Resource Area including the suffix "(River Corridor)" in this Plan, if local official plans:**

    a) **designate the areas where infilling development is permitted; and**

    b) **include policies to ensure that infilling development does not result in extensions in length or depth beyond the limit of development existing on the date of adoption of this Plan or in new lots significantly smaller than existing lots.**

This policy combines the hamlet policy and the infilling policy in the existing Plan. The policy is similar to the existing policy on infilling.

4.2.5 Multiple Unit Development

In summary:

19. **Multiple unit development of more than five units may be permitted by site specific zoning by-law amendment in Villages and Serviced Villages if:**

    a) **the local official plan contains policies concerning the type, amount and location of multiple unit development, and**

    b) **the requirements of policy 7 in Section 10.1 concerning private communal systems are met.**

Communal systems serving more than 5 dwelling units are the responsibility of the Region. This policy is designed to ensure that communal systems are not established without approval. Section 10.1 provides that the developer or owner enters into an agreement with the Region for water systems and the area municipality for sewage systems, to guarantee continued operation of the plant.

20. **Mobile home developments also may be permitted by site specific zoning by-law amendment on land designated General Rural Area, subject to the requirements of policy 19a) and the servicing requirements of Part 10 of this Plan.**

While the policy is different in the proposed plan, the intent to permit mobile home parks in Villages, Serviced villages and General Rural Area, is the same as the existing Plan.

PART 5: RESOURCE AREA POLICIES

5.0 INTRODUCTION

5.1 AGRICULTURAL RESOURCE AREAS

5.1.1 Introduction

In summary, the regional interest is in:

1. **The long term viability of the agricultural industry in Ottawa-Carleton.**

Although the existing Plan does not contain interests, the underlying concerns expressed are similar to this interest.

5.1.2 Objectives for Agricultural Resource Areas

In summary, Council's objectives are:

1. **To protect the major areas of agricultural production and other lands viable for agriculture from loss to other uses.**
2. **To ensure that uses that would result in conflicts with agricultural operations are not established in productive farming areas.**
3. **To assist the farming community in actions to benefit agriculture.**

The existing Plan contains four specific objectives:

- avoiding depletion of productive farmland
- ensuring that agriculture remains a valuable component of the regional economic base
- providing maximum opportunity for individual farmers to operate profitably
- maintaining and enhancing the rural way of life.

The first two objectives in the proposed plan are more specific and relate to the prime raison d'être of the official plan, namely to provide guidance to development.

5.1.3 Policies for Agricultural Resource Areas

5.1.3.1 Permitted Uses in Agricultural Resource Areas

1. **Agricultural Resource Areas are designated on Schedule A where the following uses are permitted:**
   a) **farming,**
   b) **forestry,**
   c) **uses related to the conservation or management of the natural environment,**
   d) **open air recreational uses on land that is of low capability for agriculture as described in policy 6 provided that they will not adversely affect adjacent agricultural operations,**
   e) **industrial and commercial uses directly related to agriculture which of necessity must locate close to farm operations, including such uses as livestock assembly points, grain drying, storage for farm produce, and custom machinery operators. Wherever possible, these uses shall be located on land that is of low capability for agriculture as described in policy 6. Furthermore they shall**

Uses permitted in the proposed Plan are similar to those permitted in the existing Plan except that d) open air recreation is directed to land having a low capability for agriculture in an agricultural area, and e) commercial uses are permitted only if they are related to agriculture. The existing Plan permits "limited commercial development" without specifying the limitation. The existing Plan also permits limited public and private institutional, educational and community uses. These are directed to land designated general rural area or villages.

not adversely affect agricultural operations in the general vicinity,

f) quarries, including underground mining, on land that is of low capability for agriculture, as described in policy 6,

g) pits which, if established on land that is of high capability for agriculture, shall be subject to a rehabilitation plan showing how the site can be rehabilitated for productive agricultural use,

h) wayside pits and quarries which, if established on land of high capability for agriculture, shall be subject to a rehabilitation plan showing how the site can be rehabilitated for productive agricultural use,

i) once a pit, quarry, underground mine, wayside pit or wayside quarry has been exhausted and the licence has been surrendered, uses may be permitted in accordance with (a) to (e),

j) residential infilling in accordance with Section 4.2.4.

2. In implementing policy 1 above, Council shall seek the advice of the Ministry of Agriculture and Food and, among other things, shall have regard to:

a) the Foodland Guidelines and any succeeding policy statement adopted pursuant to Section 3 of the *Planning Act, 1983*,

b) the soil maps of the Regional Municipality of Ottawa-Carleton prepared by the Ontario Institute of Pedology,

c) the Agricultural Code of Practice dated 1976.

This policy does not appear in the existing Plan but it is the current practice to do this.

5.1.3.2 Farm Severances in Agricultural Resource Areas

3. In Agricultural Resource Areas, farm severances may be permitted:

a) to create one lot for each farmer owning a farm in Ottawa-Carleton on the date of adoption of this policy, for either retirement or farm help purposes;

b) for a dwelling made surplus through farm consolidation;

c) for making boundary adjustments between farms; and

d) for creating a new holding intended to be used exclusively as an agricultural operation, providing the size of such holding and the remaining parent parcel are sufficiently large to make the type of operations proposed economically viable. In this regard, Council shall seek the advice of the Ministry of Agriculture and Food.

The existing Plan does not contain a severance policy. However it does permit the "residential accommodation requirements of the farming activity". Subject to the Land Division Committee this has always been interpreted to permit severances.

The intent of the policy is to limit the number of severances to one for each farmer in Ottawa-Carleton on the date of adoption of the policy. This is a reasonable compromise between those who would like to see no further severances and those who would like to see no regulation.

4. For the purpose of policy 3 a) a "farmer" is defined as someone whose primary occupation consists of working on a farm. In the case of a retirement lot, the farmer shall have worked on a farm in Ottawa-Carleton for at least 20 years.

5. When considering a proposal to create a lot in accordance with policy 3 a) above, Council or the body to whom it has delegated its authority shall:

   a) seek the advice of the Ministry of Agriculture and Food with the object of ensuring that there will be no adverse effect on agricultural operations in the general vicinity and, in particular, to have regard to the Agricultural Code of Practice dated 1976.

   b) consider the desirability of the lot being located on land of low capability for agriculture.

   c) require sufficient evidence to demonstrate site suitability for private individual services as provided in policy 9 of Section 10.1.2.

   d) permit a severance which creates an additional access to a regional road only when there is no alternative location for road access.

This policy recognizes current practice.

5.1.3.3 Areas of Poor Land in Agricultural Resource Areas

6. Non-farm residential lots may be created by severance in areas designated Agricultural Resource in this Plan on land which displays all of the following characteristics:

   a) has a capability rating for agriculture of class 5 or poorer as determined from the soil maps of Ottawa-Carleton prepared by the Ontario Institute of Pedology,

   b) is not being used or capable of use as part of an adjacent agricultural operation,

   c) has frontage on a public road,

   d) is sufficiently wooded with mature trees so that houses can be protected from adjacent farm operations,

   if such land has been designated in a local official plan by an amendment that considers all of the lands designated Agricultural Resource Area in that area municipality.

7. Before approving an amendment pursuant to policy 6 above Council shall determine the distribution and number of lots that could be created to ensure that no new areas of strip development will be established. In addition Council shall seek the advice of the Ministry of Agriculture and Food concerning the overall impact on the agricultural activity in the municipality.

8. Lots created in accordance with policies 6 and 7 shall have a minimum size of four

This policy recognizes that areas designated agricultural resource have been defined broadly in order to protect large blocks of agricultural land for farming. Within the designated areas there are areas having a lower capability for agriculture. This policy permits development of these areas subject to the restrictions identified. The approach has been used by the Township of West Carleton.

hectares and meet the requirements of policies 8 or 9 in Section 10.1.2.

5.1.3.4 Agricultural Advisory Committee

9. **Council shall establish an Agricultural Advisory Committee whose task will be to consult the farming community on an ongoing basis and to advise Planning Committee from time to time of actions or policies that Council can take to assist the agricultural industry in Ottawa-Carleton.**

The existing Plan contains a policy whereby "Council will assist representatives of the rural area municipalities and the farming industry to investigate what steps should be taken to further the long term viability of agriculture ....". This was not implemented to a significant degree. The advisory committee will provide the opportunity.

Sections 5.2, 5.3, and 5.4 were subject to major studies which resulted in amendments to the existing official plan. They have not been reconsidered as part of this review. Changes to the text are confined to housekeeping matters such as renumbering and cross-references.

PART 6: HOUSING

6.0 INTRODUCTION

In summary the regional interest is in:

1. **The adequacy and affordability of housing for all residents of Ottawa-Carleton.**

The existing Plan does not contain interests, however, the concerns expressed in the existing Plan reflect the proposed interest.

6.1 OBJECTIVES FOR HOUSING

In summary, Council's objectives are:

1. **To support the private housing industry by:**
   a) **maintaining at least a two year supply of vacant land by housing type in draft approved and registered plans of subdivision and**
   b) **providing information on housing requirements.**
2. **To influence those parties in the federal and provincial governments, agencies and the private sector who are responsible for housing, so that their actions and programs are directed to meeting region-wide housing requirements.**
3. **To encourage the production of housing that people can afford.**
4. **To encourage the maintenance and, where necessary, improvement of the existing housing stock.**
5. **To aid in meeting the housing requirements of special needs groups.**

The existing Plan contains four objectives:

- that sufficient number of dwelling units be provided
- that a variety of housing types be provided
- that housing be provided in a variety of locations
- that housing be provided at a price people can afford

The objectives in the proposed Plan are more focussed on those aspects of housing for which the Council through the Regional Housing Statement has accepted some responsibility.

6.2 POLICIES FOR HOUSING

6.2.1 The Regional Housing Statement

In summary:

1. **Council shall adopt a Regional Housing Statement to establish housing targets over a five year period for:**
   a) **the total number of housing units by type and tenure to be provided by the private market, and**
   b) **the number and type of assisted housing units for households whose housing needs are not expected to be met by the private market**

   and to incorporate policies and programs designed to ensure that the established housing targets are met.
2. **Council shall prepare a Regional Housing Statement Update every five years which will review housing targets, policies and programs.**
3. **Council shall review every year progress in meeting housing targets and adjust its policies and programs, if necessary, in an Annual Housing Review.**

The existing Plan contains no reference to a Regional Housing Statement because that program was not established in 1974. The proposed Plan recognizes that housing concerns change from time to time and that it is more appropriate that their substance be dealt with in the Housing Statement which is prepared every five years rather than in the official plan. However the proposed Plan defines the minimum scope of the Housing Statement.

This policy commits the Council to preparing an annual housing review. This has been current practice for two years now.

4. **Before concurring with area municipal housing statements and updates, Council shall satisfy itself that the housing targets and policies and programs will provide for:**

   a) **sufficient number of housing units by type and tenure to be provided by the private market; and**

   b) **sufficient number and type of assisted housing units for households whose housing needs are not expected to be met by the private market.**

There is no requirement in law that area municipal housing statements "conform" to the regional housing statement. This policy will require Council to be satisfied that housing targets will be met.

5. **Council shall cooperate with and make representations to the federal and provincial governments, the private housing industry and non-profit housing corporations and other agencies in order to meet the identified regional and local housing targets.**

In accepting some responsibility for housing in 1981, the implementation of assisted housing requirements was left with area municipalities and private non- profit groups. However the Region can play a useful role in making representation to the senior governments to make sure the Region and all area municipalities get "a fair share" of available allocations.

6.2.2 Land for Building

In summary:

6. **Council shall review annually the supply of vacant land designated for residential development in draft approved and registered plans of subdivision against the objective to have a minimum of two years supply of such land by housing type.**

It is recognized by this policy that it is necessary for a minimum amount of land be available at all times for the private house building industry. The two year standard is proposed on the basis of experience in reviewing the situation annually for the last few years. A similar policy does not exist in the existing Plan.

6.2.3 Affordable Housing

In summary:

7. **Council expects area municipalities to investigate periodically how to reduce the cost of housing through, among other things:**

   a) **smaller lots,**

   b) **greater flexibility in the siting of houses,**

   c) **revised standards in the design of streets, sidewalks and other site improvements, and**

   d) **increased use or intensification of the existing housing stock**

   and to amend local official plans, zoning by-laws, maintenance and occupancy standards by-laws and other building by-laws if deemed desirable.

This policy recognizes the area municipalities' responsibilities in this area. It is based on the notion that by having the private market build units which are more affordable, fewer assisted housing units may be required.

8. **Council expects the requirements for assisted housing units established in the Regional Housing Statement to be met by area municipal and private non-profit housing corporations and other agencies.**

This policy maintains the position decided in 1981 that area municipal and private non-profit housing corporations will be responsible for providing assisted housing units.

9. **Council expects the federal and provincial governments to develop housing and income programs so that people do not have to pay an undue amount of their income on housing, and may from time to time propose new programs or participate in pilot projects to test them.**

This policy recognizes that for some people their housing problem is in reality an income problem. It will provide a basis for the Region to be involved in pilot projects or demonstration projects should they be proposed.

6.2.4. Improving the Housing Stock

In summary:

10. **Council encourages area municipalities to adopt and implement community improvement plans and maintenance and occupancy standards by-laws and to take advantage of federal and provincial programs designed to upgrade and improve established residential areas and particularly the housing stock.**

The existing Plan recognizes the importance of maintaining the quality of existing residential communities. However, the mechanism for doing that lies almost exclusively at the area municipal level. This policy recognizes that reality.

6.2.5 Condominimum Conversion

In summary:

11. **The conversion of rental housing to condominiums, equity co-ops and other forms of tenure shall be approved only when the vacancy rate for the municipality in which the units to be converted are located exceeds 3 percent (as reported by the CMHC bi-annual apartment vacancy survey) for two successive surveys.**

Since 1976 Council has had a policy similar to this to maintain the rental stock. Cases before the Ontario Municipal Board have illustrated the need to include the policy in the official plan.

The Rental Protection Act 1985 has a sunset date of 30 June 1988. In the event that the Province of Ontario does not enact legislation to replace that Act this policy will provide some protection.

6.2.6 Special Needs Housing

In summary:

12. **Zoning by-laws shall permit group homes in all areas where residential uses are permitted.**

13. **Council shall provide emergency housing either directly or by way of purchase of service agreements with other agencies.**

Council accepted responsibility for special needs housing in the Regional Housing Statement. It runs the St. Onge emergency shelter for families and enters into purchase of service agreements with other agencies.

In order that group homes are distributed more evenly throughout the Region. Policy 12 will require area municipalities to permit group homes (subject to regulation of size and spacing) in all residential zones.

PART 7: ENVIRONMENTAL CONSTRAINTS

7.0 INTRODUCTION

In summary, the regional interest is in:

1. **The protection of people and property from the risks posed by inappropriate development in environmental constraint areas.**

The existing Plan contains a similar statement but also contains a desire to minimize alteration of the natural environment. This latter point has been deleted because the policies that follow permit some alteration under certain circumstances.

7.1 OBJECTIVES FOR ENVIRONMENTAL CONSTRAINTS

In summary, Council's objective is:

1. **To permit only those developments, in areas affected by environmental constraints, which do not endanger property or the health or safety of occupants on or off site.**

Although the existing Plan does not contain specific objectives in this area, the idea behind the objective is contained in the Plan (see above).

7.2 POLICIES FOR ENVIRONMENTAL CONSTRAINTS

7.2.1 Policies for Flood Plains

In summary:

1. **Council defines the flood plain as the area covered by water in the event of the 100 year flood. Flood plains which have been mapped are designated on Schedule G.**

This is similar to the existing Plan although it is expressed in a different way.

2. **Council recognizes that in areas not mapped by conservation authorities, flood plains exist which are not designated on Schedule G.**

This is similar to the existing Plan.

3. **Further to policies 1 and 2, in order to determine the extent of the flood plain for the purpose of implementing policies 4, 5 and 6, Council shall have regard to maps delineating the flood plain prepared by the conservation authorities, and in conjunction with the conservation authority, will consider other information, such as land surveys and engineering drawings, as may be pertinent. In addition, Council may require applicants to provide sufficient information to establish whether the policies of this section are met.**

This is similar to the existing Plan.

4. **In flood plains, notwithstanding the designation on Schedules A or B, no building or structure is permitted except in accordance with policies 5 or 6.**

This policy has to be read in conjunction with policies 5 and 6.

5. **In flood plains which are not incorporated into "fill, construction and alteration of waterways" regulations of a conservation authority, zoning by-laws shall not permit construction of buildings or structures except by site specific zoning by-law amendment. Site specific zoning by-law amendments to permit construction of a building or structure may be passed only if:**

This policy provides a mechanism whereby development in the floodplain can be considered. At the time of writing this alternative will apply to most floodplains in the Region as only the Rideau Valley Conservation Authority has seen fit to pass "fill construction and alteration of waterways" regulations. However, it is understood the Mississippi Valley Conservation Authority is taking steps to pass such regulations.

   a) **sufficient information accompanies the application to amend the zoning by-law to show that the proposed development and its occupants will be**

protected from the effects of a 100 year flood; and

b) the potential upstream and downstream impacts of the proposal will not significantly affect the hydrology or hydraulics of the flood plain; and

c) the designation on Schedules A or B permits the proposed development.

The criteria established (a and b) are those which the Rideau Valley Conservation Authority Use.

6. In flood plains which are incorporated into "fill construction and alteration of waterways" regulations of a conservation authority, area municipalities may implement policy 5 above or zoning by-laws may permit construction of buildings or structures in the flood plain if:

a) the zoning by-law passed by the area municipality requires the issuance of a permit by the conservation authority under the "fill, construction and alteration of waterways" regulations prior to the issuance of a building permit; and

b) the designation on Schedules A or B permits the proposed development.

At the time of writing,this alternative may be used by area municipalities with floodplains mapped by the Rideau Valley Conservation Authority. The mechanism was originally developed by the City of Nepean and has been subject to an Ontario Municipal Board hearing and approved.

7. In implementing these policies Council shall seek the advice of the relevant conservation authority and the Ministry of Natural Resources.

This policy reflects current practice although the existing Plan does not contain a specific policy.

The existing Plan contains a policy regulating the location of septic tank-tile fields in relation to the edge of the floodplain. It has been dropped because it is a responsibility of the Ministry of Environment.

The existing Plan contains a policy on the relationship between park dedication and floodplain. It is not considered necessary.

The existing Plan contains policies which request the Conservation Authorities to pass regulations and carry out studies. They are not necessary in an official plan.

7.2.2 Organic Soils and Unstable Slopes

In summary:

8. Areas affected by the environmental constraints of Organic Soils or Unstable Slopes are designated on Schedule G.

This is similar to the existing Plan.

9. Council recognizes that other areas exist where organic soils are present.

This is similar to the existing Plan.

10. Plans of subdivision and severances may be approved in areas designated Organic Soils or in other areas where there is evidence to indicate the presence of organic soils or in the general vicinity of areas designated Unstable Slopes only if:

a) sufficient soils and engineering information is made available to indicate that, although the site is identified as organic soils or the slope is identified as being unstable, it is in fact suitable or can be made suitable for development;

b) alterations to the site will not cause adverse environmental effects; and,

This policy differs from the existing Plan as it restricts Regional action to to subdivisions and severances. It is expected that the presence of organic soil will be one of the factors to be taken into account by area municipalities in a determination of land which is unsuitable for development pursuant to policy 14c) of Part 4.

c) **the designation on Schedule A or B permits the proposed development.**

11. **When determining 10a) and b) above, Council shall seek the advice of the Ministry of Natural Resources and the relevant conservation authority and, in the case of organic soils, the Ministry of the Environment.**

This policy reflects current practice although the existing Plan does not contain a specific policy.

12. **Where it is not possible to determine immediately whether a lot to be created by plan of subdivision or severance lies in an area affected by organic soils or unstable slopes, Council may require applicants to provide sufficient information to establish whether the policies of this section are met.**

This is similar to the existing Plan.

7.2.3 Policies for Noise

In summary:

13. **Airport noise zones are designated on Schedule G where Council shall implement the policies of the Ministry of Municipal Affairs, *Land Use Policy Near Airports 1978*, except that residential development shall not be permitted above NEF/NEP 30 unless specifically permitted by other policies of this Plan.**

These policies are significantly different from the existing Plan.

The existing Plan designated NEF contours while the proposed Plan designates an airport noise zone generalised from the NEF/NEP contours.

The existing Plan predated the Ontario Government Guidelines on "Land Use Policy near Airports" and therefore does not refer to them.

"Land use Policy near Airports" permits residential development between 30 and 35 NEF/NEP conditional on certain acoustical design criteria being established for each dwelling unit. The Ministry of Environment would prefer to see no residential development above 30 NEF/NEP. The effect of the proposed policy is to do this outside the greenbelt: but inside the greenbelt, which is already almost completely developed, under the noise contours, residential development may be permitted, conditional on the acoustic design criteria.

14. **In deciding whether or not a proposed development is permitted, Council shall**

a) **have regard to the NEF and NEP maps approved by Transport Canada;**

b) **seek the advice of Transport Canada and the Ministries of the Environment and of Municipal Affairs;**

c) **determine that the designation on Schedules A or B permits the proposed development.**

This policy establishes what Council will do when faced with a development proposal in the airport noise zone.

15. **Notwithstanding policy 13, local official plans, plans of subdivision, plans of condominium, and severances which permit residential development between NEF/NEP 30 and NEF/NEP 35 inside the greenbelt may be approved, if the local official plan contains policies to ensure that the acoustic design criteria and other requirements of the *Land Use Policy Near Airports* for residential development within these contours are met.**

This provides a mechanism to consider residential development inside the greenbelt between NEF 30 and 35. Policies are required in local official plans because the acoustic design criteria will be implemented through subdivision agreements and building permits the responsibility for which is at the area municipal level. Such policies will require the area municipality to implement the acoustic design criteria.

16. **Notwithstanding policy 13, local official plans, plans of subdivision, plans of condominium, and severances which permit residential development above NEF/NEP 35 inside the greenbelt may be approved, if it is demonstrated that the site's specific natural topography provides sufficient attenuation of ground based aircraft noise to reduce noise levels to less than NEF/NEP 35. In this regard applicants shall be required to submit a noise study prepared by a qualified professional engineer with experience in acoustical studies. The object of such study will be to demonstrate that the noise actually received from existing and future aircraft operations in the area subject to the development application is less than the limits established by the NEF or NEP noise contour. The requirements of policy 15 shall then apply.**

This policy is included to meet the specific circumstance between Riverside Drive and the Rideau River.

17. **Leq 55dBA or less (7 a.m. to 11 p.m.) and Leq 50 dBA or less (11 p.m. to 7 a.m.) are established as acceptable noise levels for outdoor recreation areas of new residential development.**

This is the noise standard recommended by MOE for lands adjacent to major roads. MOE also has indoor noise standards. Because the Region is not responsible for the building permit process it cannot implement MOE's policy for achieving indoor noise levels. It will be the responsibility of area municipalities to do this.

18. **Council considers it desirable to direct non-residential uses to areas receiving more than acceptable noise levels.**

Although it is the best way to deal with a noisy area this is expressed as a desire because in already developed areas it may not be appropriate to direct non-residential uses to these areas having regard to the local situation.

19. **Council may approve plans of subdivision for residential development on lands which receive more than the acceptable noise level, but in no case exceed 70 dBA, provided that:**

    a) **a noise impact study is provided and recommended noise control features and acoustic design criteria are secured by way of agreement, and**

    b) **where even after the implementation of noise control features and the application of acoustic design criteria, the acceptable noise level is exceeded, notice to prospective purchasers of a possible noise problem is secured by way of agreement.**

This policy establishes the procedure for dealing with residential development on land between 55 dBA and 70 dBA after noise control features and acoustic design criteria are established.

The problem of implementing the acoustic design criteria through the building permit process still remains and this will require policies in local official plans.

20. Council shall seek the advice of the Ministry of the Environment in implementing policy 19.

Part 8 is not discussed in this annex since it was subject to a major study which resulted in an amendment to the existing official plan. It has not been reconsidered as part of this review. Changes to the text are confined to housekeeping matters, such as renumbering and cross-references.

PART 9: THE VISUAL ENVIRONMENT AND HERITAGE RESOURCES

9.0 INTRODUCTION

The regional interest is in:

1. **The maintenance and improvement of the visual quality of the built and natural environment.**
2. **The protection of heritage features.**

Part 4 of the existing Plan expresses similar concerns.

9.1 OBJECTIVES FOR THE VISUAL ENVIRONMENT AND HERITAGE RESOURCES

In summary Council's objectives are:

1. **To ensure that visually attractive attributes of the built or natural environment are not lost.**
2. **To improve the appearance of the built and natural environment.**
3. **To assist in protecting heritage features in Ottawa-Carleton.**

The existing Plan does not contain objectives in this area.

With regard to heritage features, the objective recognizes the support, as opposed to lead role, which Council can perform.

9.2 POLICIES FOR THE VISUAL ENVIRONMENT

In summary:

1. **Council recognizes the need for high quality exterior design and landscaping for buildings and other structures it proposes to erect, having regard to the location and purpose of the buildings or structures.**

This policy applies to building and structures e.g. bridges. The existing Plan contains a similar policy.

2. **Council shall protect where feasible attractive man-made or natural features or views when undertaking public works.**
3. **Council shall consider how the visual environment may be enhanced, when undertaking an environmental assessment under the *Environmental Assessment Act*, for regional roads and transitways, and other public works.**

This policy will include consideration of the visual environment when undertaking Environmental Assessments.

4. **Council shall investigate, jointly with area municipalities and the National Capital Commission, the preparation of proposals for the scenic routes designated on Schedule F relating to:**
   a) **the siting and appearance of new development,**
   b) **the protection of attractive views and features,**
   c) **upgrading the appearance of a location if desirable,**
   d) **the need for signs to identify tourist facilities and attractions in proximity to the routes.**

Originally Amendment 20 designated scenic routes in Ottawa-Carleton. They are designated on Schedule F. This policy will require proposals to be prepared to see how the quality of the routes can be preserved and/or improved visually.

5. **Council may assist interested agencies such as area municipalities and the National Capital Commission to implement the proposals which result from policy 4 above.**

9.3 POLICIES FOR HERITAGE RESOURCES

In summary:

6. **Council shall preserve, wherever feasible, heritage buildings and structures that are in its ownership.**

The existing Plan contains a policy in which Council would explore with area municipalities the possibility of a design committee. The City of Ottawa has established a design committee as has the NCC. There is no interest in pursuing this region-wide.

These policies recognize the supportive role the Region may play vis-a-vis the federal government and area municipalities.

7. **Council shall protect, wherever feasible, archaeological sites and heritage buildings, structures, sites or districts when undertaking public works.**

The existing Plan contains a similar policy.

8. **Council shall consider opportunities to acquire and renovate heritage buildings when reviewing the building needs of the Corporation.**

9. **Council may assist in the protection of archaeological sites and heritage buildings, structures, sites or districts.**

10. **Council shall identify, jointly with agencies such as the Ministry of Tourism and Recreation, the National Capital Commission, Canada's Capital Visitors and Convention Bureau, Parks Canada and area municipalities, heritage themes for Ottawa-Carleton.**

This policy would commit the Council to joint action to identify heritage themes and specific sites related to the themes. It is seen to be of regional concern because such themes will cut across area municipal boundaries e.g. a theme of pioneer settlement might include the Billings Estate, the Pinhey property and the Gilroy Farm and promotion of the themes will fall under CCVCB, a Regional agency.

11. **Having identified heritage themes, Council may assist interested agencies to:**

    a) **identify structures and sites that relate to the heritage themes,**

    b) **identify locations suited for heritage interpretation,**

    c) **establish needs for acquisition and restoration,**

    d) **publicize and promote heritage themes.**

The emphasis of the existing Plan is on carrying out inventories of heritage buildings and sites. With the exception of archaeological sites (a provincial responsibility) this has been completed satisfactorily and the policy is dropped.

PART 10: ENVIRONMENTAL PROTECTION

10.0 INTRODUCTION

In summary, the regional interests are in:

1. **The protection of surface and ground water.**
2. **The collection and treatment of sewage.**
3. **The treatment and distribution of water.**
4. **The co-ordination of storm water drainage.**
5. **The disposal of solid waste.**

Part 3 of the existing Plan deals with utilities, which includes water, sewage disposal and stormwater. Part 5 of the existing Plan deals with water resources. Although the existing Plan does not specify interests, it does cover much the same areas of interest as are included in the proposed Plan.

10.1 WATER SUPPLY AND SEWAGE TREATMENT

10.1.1 Objectives for Water Supply and Sewage Treatment

In summary, Council's objectives are:

1. **To upgrade the central sewage and water treatment facilities, and progressively extend trunk services to all land designated Urban Area on Schedule A, taking best advantage of available capacity throughout the existing system.**

Although not expressed as an objective in the existing Plan, it contains a similar statement.

2. **To provide water and sewer services to urban areas which support and meet the needs of the desired development pattern.**

The existing Plan, while not containing this as an objective, expresses a similar idea.

3. **To extend regional water mains and trunk sewers to the urban area, so that a minimum of 10 years supply of residential land, calculated on a region-wide basis, has trunk services.**

This objective does not appear in the existing Plan. The 10 year standard is an average of metropolitan areas across Canada. Current estimates are that approximately 13 years supply of land is designated as Stage 1 lands but only a small proportion is capable of being serviced. The Region is therefore deficient in this regard.

4. **To provide for rural development on private individual services and to ensure that such development does not threaten the quality or quantity of ground and surface water.**

While not expressed as an objective, the existing Plan expresses a similar idea.

10.1.2 Policies for Water Supply and Sewage Treatment

1. **Subject to financial limits, Council shall extend the system of regional water mains and trunk sewer services to Stage 1 Urban Areas identified in Policy 2 of Section 2.2, with the completion of regional services to provide for minimum populations of 75,000 in each of the Kanata and Orleans urban centres having first priority. Although nothing shall prevent the oversizing of regional services to provide for development beyond the horizon of this Plan, such oversizing shall not imply a commitment to future development on lands not designated for urban development in this Plan.**

This policy commits the Council to extend water and sewer to Stage 1 lands (including an expanded Barrhaven north of the Jock River and west of the Rideau River) but with Kanata and Orleans having

2. All new development within Urban Areas designated on Schedule A shall be serviced entirely by the central systems for water supply and sewage treatment.

3. Notwithstanding policy 2 above, single detached residential development on private individual services may be permitted within designated Urban Areas on Schedule A on lots in plans registered prior to 9 October,1974, if piped services are not available.

The existing Plan contains a similar policy.

4. New rural development shall be on the basis of private individual services unless communal or central services are permitted by other policies of this Plan.

5. Regional water and sewer services to the rural area are designated on Schedule H. Local official plans may permit development in the Serviced Villages up to the capacities shown in the table below.

The existing Plan does not contain a Schedule H or a Table relating development to available servicing capacity. The intention is to provide a mechanism whereby Council can review proposed extensions of water and sewer to the rural area and ensure the capacity to be provided and the development to be permitted are similar. The capacities of the services provided to the villages have been determined in conjunction with the Works Department.

Serviced Village	Capacity (in dwelling units)
Munster	480
Richmond	(under study)
Leitrim	50
South Gloucester	160
Notre Dame-des-Champs	160

6. An amendment to Schedule H may be made where a public health problem exists and Council determines that the installation of regional water and/or sewer services (rather than any private services correction programs available through the provincial government) is the best solution. When amending Schedule H, Council shall determine the capacity required for existing development and how much capacity, if any, will be provided for additional development; and

This policy establishes what will be considered if a proposal is advanced to amend Schedule H.

   a) if both central water and sewer services are to be provided, establish the boundary of the area to be serviced by amendment to Schedule A of this Plan; or

   b) if only one central service or a communal service or services are to be provided resulting in a Serviced Village, establish the capacity of such services in policy 5 above.

7. Further to policy 6, Council may amend Schedule H to permit multiple unit development on the basis of communal water and/or communal sewage systems, provided that:

Council is responsible for any waterwork which connects to more than five units. This policy provides a mechanism whereby that responsibility can be passed to the owner of the system so the costs are not borne by regional taxpayers.

   a) where the development is proposed to be serviced by a private communal water system the developer or owner of the water system has entered into an agreement with the Region regarding the operation and maintenance of the system, prior to the approval of the zoning by-law;

b) **where the development is intended to be serviced by a private communal sewage system, the developer or owner of the system entered into an agreement with the area municipality to provide for the operation and maintenance of the system and the takeover and cost recovery in case of failure of the sewage treatment facility, prior to the approval of the zoning by-law;**

c) **the design and construction of all communal systems shall be satisfactory to the Regional Works Commissioner;**

d) **the capacity of the communal systems shall be sufficient for the size and density of development; and**

e) **the development is permitted by the policies of section 4.2.5.**

Legislation requires the Region to be responsible for all waterworks serving 5 units or more. That is not the situation with sewer systems. Policy 7b) provides a mechanism whereby the responsibility can be passed to the owner or area municipality so the costs are not borne by regional taxpayers.

8. **Prior to the registration of plans of subdivision on private individual services, sufficient evidence shall be provided to demonstrate that:**

a) **the site can provide a natural supply of water of sufficient quality and quantity to support the proposed development, without adversely affecting the quality or quantity of water in other wells operating in the general area; and**

b) **the site can support the continued and safe operation of private sewage disposal systems. Where proposed plans of subdivision are located in villages, reference shall be made to the hydrogeology study identified in policy 10 of Section 4.2.2 to determine if there are any specific requirements which must be addressed.**

This policy reflects current practice i.e. draft approval may be given subject to certain conditions. Those conditions will require a) and b) to be demonstrated before registration is permitted.

9. **Prior to issuance of the Certificate of Consent for severances on private individual services, sufficient evidence shall be provided to demonstrate that:**

a) **the site can provide a natural supply of water of sufficient quality and quantity to support the proposed development; and**

b) **the site can support the continued and safe operation of private sewage disposal systems. In villages reference shall be made to the hydrogeology study identified in policy 10 of Section 4.2.2, to determine if there are any specific requirements which must be addressed.**

The situation with regard to consents is a little different to that of subdivisions in that rarely is there a concern with regard to one additional well affecting surrounding wells.

10. **Council shall not approve a plan of subdivision or phase of a plan of subdivision exceeding 35 lots. Prior to the approval of each plan of subdivision or phase of a plan of subdivision, the operation of existing wells and private sewage disposal systems in the first phase**

This policy is designed to ensure a substantial number of lots are not approved in an area either where there is insufficient knowledge of the operation of private individual services or where there are known problems with private individual services.

of development shall be reviewed and shall be proven satisfactory. To assess this, Council shall seek the advice of the Ministry of the Environment.

10.2 STORM WATER MANAGEMENT

10.2.1 Objectives for Storm Water Management

In summary, Council's objective is:

1. To ensure that a co-ordinated approach is adopted for the planning and approval of development in accordance with sound storm water management principles.

This section is the same as proposed amendment 45. At the time of writing it is intended that amendment 45 proceed to Planning Committee in summer 1987. It will therefore be dealt with ahead of this document.

10.2.2 Policies for Storm Water Management

In summary:

1. Council shall require area municipalities to prepare master drainage plans in conjunction with conservation authorities and other appropriate agencies for all watersheds within the Urban Areas designated on Schedule A unless, in Council's opinion, such a plan is not necessary.
2. In addition to policy 1, Council shall consider the need for area municipalities to prepare master drainage plans for other watersheds in conjunction with conservation authorities and other appropriate agencies having regard to the advice received from the appropriate agencies at the time that an official plan, zoning by-law, subdivision, or development proposal is being considered.
3. In fulfilling policies 1 and 2 specific terms of reference for each proposed master drainage plan shall be determined by area municipalities in conjunction with conservation authorities, the Region and other appropriate agencies. The master drainage plan shall contain recommendations on implementation.
4. Once a master drainage plan has been prepared, it shall be submitted to the Region who will review and may amend it in conjunction with the conservation authorities and other appropriate agencies before approving it.
5. Once a master drainage plan has been approved, Council may impose conditions of approval on draft plans of subdivision and condominium, pass by-laws or take other actions as may be determined by the master drainage plan.
6. If a master drainage plan has not yet been prepared or is determined not to be required in accordance with policy 2, proposed development shall be in accordance with sound principles of storm water management. For these purposes, applicants may be required to submit any or all of the following information:
   a) a plan for the control of erosion and sedimentation on any construction sites as they affect any watercourse or existing storm water management

facility within the boundaries of the proposed development or downstream from the boundaries;

b) proposals for the provision of storm water drainage facilities;

c) an assessment of the impact on the receiving watercourse(s) or existing storm water management facility in respect of flooding, pollution, erosion and sedimentation;

d) proposals for mitigating any adverse impacts, if such are likely to result from the development proposed.

7. Area municipalities are requested to evaluate all site plans, submitted under Section 40 of the *Planning Act, 1983,* according to an approved master drainage plan or, where no such plan exists, on the same basis as that required by policy 6 above.

8. Area municipalities shall adopt policies in local official plans relative to the preparation of master drainage plans and policies for other storm water management matters in conformity with policies of this Plan.

10.3 WASTE MANAGEMENT

10.3.1 Objectives for Waste Management

In summary, Council's objective is:

1. To provide for the safe and efficient disposal of wastes.

The existing Plan contains no objectives for Waste Management.

10.3.2 Policies for Waste Management

Until that time:

1. Council shall make adequate provision for the disposal of solid waste.

2. Council shall promote recycling as a way to reduce municipal costs, minimize environmental degradation, and conserve energy.

3. Council shall investigate and, if feasible, co-operate in the construction of a solid waste fired energy recovery facility.

These policies are the same as those in the existing Plan. Once the Wasteplan process is complete an amendment may be required.

PART 11: TRANSPORTATION

11.0 INTRODUCTION

In summary, the regional interests are in:

1. **The integration of the transportation facilities provided by all levels of government.**

The first interest recognizes that federal, provincial and area municipal levels of government in addition to the Region are responsible for transportation facilities.

2. **Providing a regional transportation system that supports the desired development pattern.**

The second interest is basic to the Plan and a similar idea is expressed in the existing Plan.

11.1 TRANSPORTATION SYSTEM OBJECTIVES

Council's objectives are:

1. **To provide an integrated transportation system, made up of complementary public transit and road systems, which supports and meets the needs of the desired development pattern.**
2. **To provide a safe, convenient and efficient transportation system which provides a high level of road and public transit accessibility to major centres of activity throughout Ottawa-Carleton.**
3. **To achieve a level of transit share of travel in each major corridor such that all residual travel can be accommodated on the road facilities provided for in this Plan.**
4. **To adopt a level of service standard for the road system during weekday peak periods of travel which will result in a high level of utilization of the road system capacity, but will not involve substantial delays and low travel speed. This condition generally describes an operating level of service "D" as defined by transportation engineers.**
5. **To consider areas of environmental sensitivity in the development and operation of the transportation system.**
6. **To contribute to energy conservation by operating a transportation system which is energy efficient.**

The existing Plan does not identify specific objectives for transportation. However, many of the objectives in the proposed Plan are expressed either as goals, concerns or criteria in the existing Plan. Objective 1 is illustrative of the change between the existing and proposed Plans since it talks of "complementary public transit and road systems" as opposed to the statement in the existing Plan giving precedence to transit.

11.2 ROAD POLICIES

11.2.1 The Road Schedules

In summary:

1. **Existing and proposed regional roads to serve the urban area are designated on Schedule C.1.**

The existing Plan designates "major" and "minor" roads regardless of jurisdiction. The proposed Plan only designates regional roads since Council only has authority for regional roads.

Proposed Schedule C.1 differs from existing Schedule C (in addition to the above point) as follows:

- area of coverage expanded to include urban communities east,

west, and south of the greenbelt;

- "conceptual road links" are not shown (but are described in the text)
- deletion of the Merivale corridor (in lieu of the Cedarview corridor for future Highway 416)
- addition of a future connection between Walkley Road and Innes Road
- reconfiguration of Inner Ring Road/Hunt Club Road at the interchange with Highway 417
- addition of a new proposed road (Champagne arterial)

Proposed Schedule D.1 differs from the existing Schedule D (in addition to the above point) as follows:

- area of coverage restricted to outside the limits of the urban area
- deletion of the Merivale corridor (in lieu of the Cedarview corridor for future Highway 416)
- "conceptual road link" (outer ring road) not shown, but described in text
- the Stittsville by-pass is deleted because studies have shown that approximately 80% of traffic on Regional Road 5 is either going to or coming from Stittsville.

2. **Existing and proposed regional roads to serve the rural area are designated on Schedule D.1.**

3. **Regional roads designated on Schedules C.1 and D.1 shall be designed, built and operated to carry traffic of all types.**

The existing Plan refers to "carrying traffic" not "traffic of all types". The intent is to make it clear that regional roads are to be designed for everything from bicycles to trucks and buses.

4. **Council shall pass a by-law to specify the right-of-way for each regional road, such by-law being subject to amendment from time to time.**

This is similar to the existing Plan.

11.2.2 Road Priorities

In summary:

5. **Council shall implement Tier 1 road improvements before other road improvements in each major travel corridor. In order to achieve maximum efficiency from its investment in the regional road system, Council shall improve the operation of the road system through transportation system management measures such as computerized traffic signal control, bus**

The concept of Tier 1 and Tier 2 roads is not contained in the existing Plan. The intention is to make it clear to the public in which order road improvements will be made (by major travel corridor).

priority measures where warranted, improved status monitoring and signage.

11.2.3 Conceptual Road Link

In summary:

6. **Council shall identify the location of a potential regional road linking Highways 416 and 417 at the time the major land uses are established for the south urban centre, through amendment to this Plan.**

The existing Plan contains the following conceptual links - Outer Ring Road, Carling-Industrial link, Des Chenes Bridge crossing, and Kettle Island Bridge crossing. The two bridge crossings are dealt with by Policy 9, the Carling- Industrial link is provided for by the Queensway Upgrade and Nicholas-Industrial connection. This policy deals with the Outer Ring Road. No conceptual links are designated on the Schedules.

11.2.4 Road Widening Policy

In summary:

7. **Where area municipalities have enacted site plan control by-laws, Council may require land owners to provide land, to the Region, for regional road widenings as a condition of site plan approval under Section 40 of the *Planning Act, 1983,* based on the following principles:**

   a) **land will be conveyed at no expense to the Region for regional road widenings as a result of**

      i) **new development,**

      ii) **changes in use which generate significant traffic volumes,**

      iii) **additions which substantially increase the size or usability of buildings or structures.**

      Land may be reserved for future purchase by the Region as a result of additions which do not substantially increase the size or usability of buildings or structures.

   b) **The proposed widths of rights-of-way for regional roads are designated on Schedules C.2 and D.2. Schedule C.2 is Council's Rights-Of-Way Protection Policy for existing urban roads and Schedule D.2 is Council's Rights-Of-Way Protection Policy for existing rural roads under Regional jurisdiction.**

   c) **Except for policies d) and e), land for widenings will be taken equally from both sides of a regional road, measured from the centreline in existence at the time of site plan application. The centreline is a line running down the middle of a road surface, equidistant from both edges of the pavement. In determining the centre line, paved shoulders, bus lay-bys, auxiliary lanes, turning lanes and other special circumstances are not included in the road surface.**

This policy is the same as that incorporated in the existing Plan by amendment 52. Schedule C.2 in the draft Plan replaces Schedule G, and Schedule D.2 replaces Schedule H.

d) Unequal widenings may be required where topographic features, federal land ownership or other unique conditions necessitate taking a greater widening or the total widening on one side of the existing regional road right-of-way. These situations are indicated on Schedules C.2 and D.2.

e) For the central core, which is shown as an insert map on Schedule C.2, a table is provided on Schedule C.2 to show the amount of land required from the sides of the existing rights-of-way for regional roads.

f) Some regional roads shown on Schedule C.2 are subject to a "Widening/Easement Policy". Under this policy, the proposed width of the right-of-way is 20 metres. In addition a surface easement, primarily for the use of pedestrians, is required along the full length of property frontages. The easement will have a height of 4.0 metres measured from a point 0.3 of a metre below the sidewalk. The width of this easement measured from the proposed right-of-way varies according to the design of the buildings. Where a building cantilevers over the easement, a width of 1.5 metres is required. Where the part of a building built over the easement is supported by columns, the width required is 2.5 metres plus the width of the columns. Where a cantilevered building and a column supported building are located adjacent to each other, there must be a clear passage for pedestrians of 1.5 metres in the easement where the buildings meet.

g) Additional land for widenings to provide corner triangles at intersections, may also be required. In the rural area (Schedule D.2) the maximum length of the side of a corner triangle bordering on a regional road or on a local road intersecting with a regional road shall be 10 metres. In the urban area (Schedule C.2) the maximum length shall be 4.5 metres, except for the central core which is shown on an insert map on Schedule C.2, where maximum length shall be 3 metres. In a few instances, the rural requirements for sight triangles (i.e. 10 metres) will be applied to roads shown on Schedule C.2. These exceptions are indicated on Schedule C.2.

h) Additional land may also be required where there is an existing at grade crossing of a regional road and a railway line. This land will be in the shape of a triangle, at each corner of the crossing. The maximum length of

the triangle along the regional road will be 170 metres, and the maximum width of the triangle measured from the regional road will be 15 metres. This land may be used to construct a grade separated crossing at some time in the future.

i) **Where site plan approval is requested for regional shopping centres, community shopping centres, offices, community facilities, and high density residential uses, an additional amount of land with a width of 4 metres along all property frontages of regional roads may be required for auxiliary turning lanes.**

j) **Land conveyed to the Region or reserved for future purchase by the Region for road widening purposes may, upon application, be used in the interim for approved landscaping and other approved temporary uses upon the execution of an agreement between the Region and the applicant.**

8. **When approving or considering local official plans or amendments to them, Council shall ensure that the regional roads' rights-of-way protection policies of this Plan are recognized and that the plans contain policies which ensure that:**

a) **Where area municipalities require site plan approval applications for properties abutting regional roads involving new development as defined in Section 40(1) of the *Planning Act, 1983*, change in use or an addition to a building or structure where the addition equals or exceeds 10 square metres, these applications are circulated to the Region in accordance with the provisions of the *Planning Act, 1983*.**

b) **Prior to the registration of a site plan agreement for applications circulated to the Region under 8 (a), the applicant has entered into an agreement with the Region providing for the conveyance or reservation required for regional road widenings and other matters prescribed by the *Planning Act, 1983*.**

11.3 OTTAWA RIVER BRIDGES

In summary:

9. **Council shall participate with other levels of government in a study to determine the need for and location of additional road crossings of the Ottawa River. Pending the outcome of this study, Council shall protect the approaches to potential future bridges in the Des Chênes, Lemieux Island and Kettle Island locations.**

See comment on policy 6.

11.4 TRANSIT POLICIES

11.4.1 Measures to Enhance Public Transit Use

In summary:

10. Council shall continue to support public transit with programs to increase the use of public transit.

The existing Plan provides that "Council will give precedence to public transit and/or commuter service overall forms of road construction or road widenings". It was never clear what this meant since Council has continued to construct and widen roads. It is felt policy 10 is a more accurate reflection of current practice.

11. Council adopts the following guidelines as a desirable peak hour transit share for each screenline in each major travel corridor:

Corridor	Screenline*	Peak Hour Transit Share %
North	Ottawa River	30
West	CPR	45
	Western Parkway	40
	Eagleson Road	35
Southwest	CNR West	30
	Fallowfield	30
Southeast	CNR East	30
	Rideau River South	20
East	Rideau Canal North	70
	Rideau Canal Central	30
	Rideau River North	25
	Rideau River Central	45
	Green Creek	40

*Screenlines are imaginary lines cutting across major travel corridors at points where travel is most easily measured. The locations of these screenlines are indicated on Figure 4.

The existing Plan recognizes the guidelines of future transit use "as the basis on which future transportation decisions will be made". The guidelines in the existing Plan for transit share and several screenlines are as follows:

Screenline	%
Ottawa River	50
CPR	50
Western Parkway	30
Eagleson Road	n/a
CNR West	30
Fallowfield	n/a
CNR East	n/a
Rideau River South	30
Rideau Canal North	n/a
Rideau Canal Central	n/a
Rideau River North	60
Rideau River Central	50
GreenCreek	20

Changes to the guidelines have been made based on actual experience at the different screenlines and judgement as to what is likely to be the maximum share attained by transit.

12. Council shall consider the transit share guidelines of policy 11 in setting priorities among road and transit projects in each corridor of travel.

13. Council shall provide, where appropriate and feasible, preferential treatment for transit vehicles on regional roads.

14. Council shall implement the system of transitways in accordance with the policies of Section 11.4.2.

15. Council shall ensure that local official plans and plans of subdivision support the provision of an attractive and cost-effective public transit service. Such considerations shall include, but not be limited to:

a) a layout for collector road systems which permits the linking of several adjacent developments with direct transit routings,

b) a sidewalk on each street designed to carry transit,

c) an arrangement of development and streets whereby virtually all buildings are within 400 metres walking distance of a transit stop and average

This policy is a reflection of current practice which has been implemented for a number of years through guidelines prepared by the Transportation and Planning departments. Policy 15c is similar to a policy in the existing Plan except that the means of doing this through i) and ii) are now specified.

walking distances to transit stops are minimized by:

i) locating higher density development closer to existing or proposed transit stops than lower density development,

ii) providing paved pedestrian paths to reduce walking distances where the road system does not achieve the standard of 400 metres.

11.4.2 Transitway System

In summary:

16. **The transitway system that Council proposes to develop is shown on Schedule E.**

Schedule E is similar to the existing Plan except that the Byron route is confirmed and the West, Southwest and East routes are extended outside the greenbelt. The Byron route is contemplated in the existing Plan.

17. **Council shall determine the need for and feasibility of a fully grade separated transitway through the central area.**

The existing Plan does not contemplate this. A study is now underway.

18. **Council shall complete, as a first priority, the transitway system to Baseline/Woodroffe in the southwest, Blair Road in the east, and to Hunt Club Road in the southeast.**

This confirms the 31 kilometre system as the first priority.

19. **Council shall extend, as a second priority, the transitway to the Orleans, Kanata, and south urban centres including early development of the transitway stations which are to be integrated into the development of the respective town centres. The timing of each extension will be subject to the availability of provincial funds, the relative need in each corridor and support from the area municipalities in the form of initiatives to secure a proper form of development complementary to transit in the town centres.**

This policy confirms extension to Orleans and Kanata and adds an extension to Barrhaven. This policy allows the Council of the day to determine which will be built first without amendment to the Plan.

20. **Council shall ensure that at stations along the transitway, high levels of transit ridership are promoted through adequate provision for pedestrian access and an appropriate arrangement and intensity of development.**

This policy is complementary to policies under Primary and Secondary Employment Centres and General Urban area. Those policies should result in area municipalities preparing plans for areas around transit stations. Council's concern will be adequate provision for pedestrian access and appropriate intensity of development.

11.4.3 Transitway Conceptual Links

In summary:

21. **Council shall, if necessary, consider the most appropriate corridor for a transitway link between the southwest and southeast transitways, a southerly extension of the southeast transitway, a link between the west transitway in Lebreton Flats and the southeast transitway in the vicinity of Confederation Heights, and a connection across the Ottawa River and shall undertake to protect those corridors for future transitway development until such time as the need and timing of construction is established through further study.**

The transportation analysis identified a possible need for additional transitways as the population approaches 725,000. The existing Plan includes the possibility of an extension to CRO across the Ottawa River. The other two links are new proposals.

11.5 BICYCLING AND PEDESTRIAN POLICY

In summary:

22. **Council recognizes bicycles as a form of transportation for commuting and recreation on existing and proposed regional roads. Where feasible, regional roads shall be adapted to provide safer travel for bicycles. Council will not support the use of bicycles in bus lanes on regional roads.**

23. **A system of Major Bicycle Corridors is designated on Schedule F. Council shall protect and enhance the continuity of this system by placing conditions on the approval of plans of subdivisions and land severances in the designated corridors.**

24. **Council recognizes the importance of providing for pedestrian safety and convenience.**

The existing Plan does not contain a policy on bicycles.

The existing Plan provides that the corridors in public ownership remain undeveloped through the "Other Extensive Use" designation. The intention of this policy is first, to ensure that a continuous system can be developed by taking land for a bicycle route when privately-owned land is subdivided and, secondly, in the event the federal government sells land upon which a designated bicycle corridor is located, that if the land is developed the route can be preserved.

11.6 TRANSPORTATION TERMINALS POLICY

In summary:

25. **Council shall consider the special accessibility and transfer needs of bus, rail and air passengers during the improvement of the regional road and public transit systems. A station on the transitway system (Schedule E to this Plan) is the preferred location for the bus terminal in the event of its relocation. Council shall also consider extending the southeast transitway to serve the Ottawa International Airport as conditions warrant.**

The existing Plan contains policies on co-operation with other levels of government and on parking. Since parking is an area municipal responsibility, it has been dropped.